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ABSTRACT

As a response to legislative demands, the Texas School Dropout Survey described in this document attempted to identify the magnitude of the dropout problem, regional characteristics or causes of the problem, costs associated with dropping out, and programs currently available for serving the dropout population. Twenty-four major findings of the survey are listed in the categories of magnitude of the problem, dropout accounting procedures, statewide tracking survey, available dropout programs, economic impact, and causes of dropping out. Seven recommendations are made with specific actions required, responsible organizations, and funding options. These recommendations include implementing a standard definition of a dropout, establishing an information clearinghouse, and emphasizing early identification of potential dropouts. Research findings of task forces on these topics are described in detail: (1) magnitude of the problem/accounting procedures; (2) causes of school dropouts; (3) economic impact of the dropout problem; and (4) evaluation of in-school and out-of-school programs. The document concludes with six workshop reports from a dropout prevention and recovery conference, focusing on dropout definition, model programs, interagency coordination, and technical assistance. (ABL)

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# TEXAS SCHOOL DROPOUT SURVEY

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## A Report to the 69th Legislature
## State of Texas

CG 021923

**TEXAS DEPARTMENT OF COMMUNITY AFFAIRS**
**Training and Employment Development Division**

**DECEMBER 31, 1986**

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# TEXAS DEPARTMENT OF COMMUNITY AFFAIRS

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**Governor**

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**Executive Director**


## TEXAS SCHOOL DROPOUT SURVEY PROJECT

PREPARED FOR THE 69TH TEXAS LEGISLATURE

IN FULFILLMENT OF REQUIREMENTS UNDER

HOUSE BILL 72

ART. 4413 (52), VERNON'S TEXAS CIVIL STATUTES


CLYDE MCQUEEN, DIRECTOR
TRAINING AND EMPLOYMENT DEVELOPMENT DIVISION
TEXAS DEPARTMENT OF COMMUNITY AFFAIRS





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# 1. ACKNOWLEDGEMENTS

## ACKNOWLEDGEMENTS

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# II. INTRODUCTION

# INTRODUCTION

## Background

In a special session, the Texas 68th Legislature passed House Bill 72 (also referred to as the 1984 Education Reform Bill). This bill initiated major reforms in numerous areas of public education and significantly restructured the financing mechanisms for the State's public schools. H.B. 72 authorizes extensive reforms in other areas of public education, including "alternative education programs outside the schools" as described in Part I of the bill.

Part I, Section I, outlines the development of a Dropout Reduction Program to be conducted through the Texas Education Agency. The goal of the program will be to reduce the statewide dropout rate to not more than 5% of the total student population. TEA is also authorized to develop a system for school districts to collect data on student dropouts, to include age, sex, ethnic origin, socioeconomic status, and the highest grade completed.

Section 2 amends the Texas Job Training Partnership Act (Article 4413(52) V.T.C.S.) to authorize the Texas Department of Community Affairs (TDCA) to enter into contracts with private, nonprofit organizations to conduct model or exemplary youth programs to meet the unique educational needs of student dropouts.

Section 3 directs the TDCA to request proposals from qualified organizations to prepare a report to the 69th Legislature that includes:

1. research into the problem of student dropouts, including a cost-benefit analysis of the effect of student dropouts on the criminal justice system and the economy of the State;

2. evaluations of various programs for educating student dropouts; and

3. education and employment-based proposals to solve the problem of student dropouts and their involvement in criminal activities.

In reference to Section 2, the TDCA as the Administrative Agency for the Job Training Partnership Act has made intervention strategies and development of models and innovative programs for dropouts and potential dropouts a major focus of its youth policy implementation. Thus, TDCA has contracted with a number of public and private non-profit entities to conduct model or exemplary youth programs to meet the unique educational needs of dropouts and potential dropouts. TDCA has contracted with public and private non-profit organizations for state level administration of the Youth Opportunities Unlimited (YOU), Communities in Schools (CIS), and Texas Conservation Corps (TCC) programs. Most recently, TDCA has issued a $1.1 million Request for Proposals for the operation and evaluation of comprehensive alternative model programs for drop-out and low functioning out-of-school youth.

The Texas School Dropout Survey Project was designed by the TDCA, specifically in response to Section 3 of House Bill 72, to identify: a) the magnitude of the dropout problem in different parts of Texas, b) regional characteristics or underlying causes of the problem, c) the costs associated with dropouts, and d) programs that are currently available for serving the dropout population.

The Texas Department of Community Affairs took a comprehensive approach to the dropout issue. In light of the need to pursue broad-based solutions to the dropout problem, every effort was made to include a cross-section of organizations and agencies involved in dropout-related activities. Participation was drawn from Education, Vocational Education, Adult Education, Job Training, State Government, Community Based Organizations and the business sector.

Private Industry Councils and JTPA Service Delivery Area entities were involved in planning a statewide conference (the Dropout Prevention & Recovery Conference) to review research and consider policy issues for reporting to the Legislature. Delegates were selected from each JTPA Service Delivery Area (representing a wide spectrum of service providers) to serve as participants in policy workshops designed to address a full range of issues pertaining to the dropout problem.

Delegates were also drawn from various key State agencies to analyze interagency strategies for addressing this problem. In total, 227 participants attended the conference. The TDCA's Advisory Committee for the project facilitated the workshop process.

## The Need for Action

We are approaching the time when permanent employment will require prospective workers to have at least a high school education or its equivalent to be able to function in a competitive work environment. This translates to a critical need for workers with strong basic skills (read, write, compute) and the ability to use them. Rapid technological change will demand the ability to learn new skills on short notice. When we are faced with both national and international competition for new or existing jobs, a skilled work force becomes an important economic asset. Given the high dropout rate in Texas, especially among minorities, the future of the Texas work force may be in jeopardy. This is of particular significance given the fact that demographic data indicates that the total net gain in the Texas work force through the year 2000 will be minorities and women. In this context, the dropout issue and its long range impact is clearly an economic issue as well as a social one.

The following report is based upon a consensus approach to the issues. Through the involvement and participation of many groups, it has become evident that Texas needs to adopt a systematic approach to what is a systemic problem. It is equally important to support locally defined solutions.

New programs may not be the answer, especially in the context of reduced public revenues in Texas. The broad consensus is that Texas must identify new ways to coordinate resources to offer combined services

within existing programs. Based upon the research and constituent recommendations to TDCA, Texas must look at restructuring its institutions and resources to address this serious socioeconomic issue.

# III. MAJOR FINDINGS

## TEXAS SCHOOL DROPOUT SURVEY - MAJOR FINDINGS

### Magnitude of the Problem

1. The 1985-1986 attrition rate for Texas high schools was 33 percent.

2. One in five Texas young people (nearly half a million) age 16 - 24 were not enrolled in school and had not completed the 12th grade in 1980.

3. Three out of ten Texas dropouts -- 152,000 young people -- had completed fewer than nine years of schooling when they left school.

4. Approximately 85% of Texas dropouts were born in the United States; less than 15% were born in a foreign country.

5. Of the nearly half a million Texas dropouts age 16 - 24, more than half (52%) were male.

6. Among females, attrition rates ranged from a low of 26% for White females to 43% for Hispanic females.

7. Attrition rates differed markedly for the three major racial/ethnic groups in the State: 27% for Whites, 34% for Blacks and 45% for Hispanics. However, for sheer numbers, Whites constitute the greatest number.

8. Hispanic youth, age 16 - 19, were twice as likely, and youth, age 20 - 24, nearly three times as likely to have left school prior to the completion of the 12th grade as their White counterparts.

9. Nearly half of Hispanic dropouts had completed less than 9th grade when they discontinued schooling compared to 18% of White and Black dropouts who discontinued schooling before the 9th grade.

10. Black male dropouts were less likely to be employed than either Hispanic or White male dropouts; 40% of Black male dropouts, age 16 - 19, in contrast to 20% of White and 26% of Hispanics in that age group, were not in the labor force.

### Dropout Accounting Procedures

11. Thirty-nine percent of Texas school districts have a system for identifying dropouts.

12. The majority of districts follow similar but not identical forms of the TEA dropout definition.

13. Sixty-two percent of districts do not use a dropout formula for calculating their dropout rate; among districts who have a formula, 9% use Average Daily Attendance while 24% use Average Daily Membership as the base figure.

14. Only 3.5% of districts have conducted some form of dropout research with only nine districts (out of 1100) conducting formal research studies on dropouts.

Statewide Tracking Survey

15. Sixteen percent of the students tracked who were presumed dropouts had not dropped out of school.

16. Twenty-eight percent of the students tracked were employed; of these, most worked at labor intensive, minimum wage jobs.

17. The majority of the students tracked left school because of poor grades, marriage/pregnancy, or financial problem.

Available Dropout Programs

18. Approximately 12% of Texas school districts reported having a dropout program; the number of programs reported by colleges, service delivery areas and other agencies was not commensurate with the magnitude of the problem.

19. Approximately 89% of dropout programs in Texas reported having no evaluation data.

Economic Impact

20. The dropout problem is costing the State $17.12 billion in a) foregone income and lost tax revenues, and b) increased costs in welfare, crime and incarceration, unemployment insurance and placement, and adult training and education (for each cohort of dropouts). Every dollar invested in educating potential dropouts is estimated to result in a return of nine dollars.

Causes of Dropping Out

21. Specific factors leading to dropping out may be grouped into four general areas: a) academic, b) psychological, c) socioeconomic, and d) survival/social with no single factor the sole cause for a student leaving school.

22. While factors vary by ethnicity, gender and region, the following having the greatest effect on school dropouts in Texas: a) high school G.P.A., b) marriage while in high school, c) number of unexcused absences, d) overage for grade, and e) non-English speaking home.

23. When you control for socioeconomic status and measures of ability, there are no differences in dropout rates by ethnicity or gender.

24. The dropout problem is not just one problem. It is a collection of different problems which sometimes singularly and other times in combination cause students to drop out.

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A more detailed Analysis of these Findings and their implications may be found in the Summary of Research, Section V of this report. The research portion of this project is summarized from eight volumes of data, copies of which have been provided to the Legislative Budget Board, the Office of Lieutenant Governor, and the Office of the Speaker of the House.

# IV. RECOMMENDATIONS

## CONSENSUS RECOMMENDATIONS CONCERNING THE DROPOUT PROBLEM IN TEXAS

The following recommendations have been synthesized by the Texas Department of Community Affairs from several source documents: the Texas School Dropout Survey report; regional dropout task force reports; the reports of six policy workshops conducted at the Dropout Prevention and Recovery Conference; and public comments recorded at the Conference's Public Hearing. Thus, the recommendations represent a consensus of public officials, dropout programs' administrators and practitioners, private sector representatives, educators, and private citizens concerned about the state's dropout problem.

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I. IN ORDER TO SYSTEMATICALLY ADDRESS THE NEEDS OF THE DROPOUT POPULATION IN TEXAS, IT WILL BE NECESSARY TO IMPLEMENT A STANDARD DEFINITION OF DROPOUT TO BE USED BY ALL SCHOOL DISTRICTS AND STATE AGENCIES. ONCE ESTABLISHED, THE DEFINITION WILL PROVIDE A BASIS FOR CONSISTENT AND RELIABLE REPORTING OF DROPOUT RATES.

II. IT IS ALSO NECESSARY TO ESTABLISH STANDARD SYSTEMATIC METHODS FOR IDENTIFYING, TRACKING, AND REFERRING POTENTIAL AND ACTUAL DROPOUTS TO APPROPRIATE SERVICES. THIS SHOULD EXTEND FROM LOCAL SCHOOL DISTRICTS TO STATE AGENCIES WITH A COMMON DEFINITION FOR DROPOUT AND THE ABILITY OF ALL AGENCIES TO ACCESS CENTRAL DROPOUT DATA.

III. IN ORDER TO ENSURE EFFECTIVE USE OF RESOURCES, IT WILL BE NECESSARY TO ESTABLISH A STATE-LEVEL COORDINATION EFFORT TO INTEGRATE POLICY, PLANNING, AND PROGRAMMING FOR YOUTH AT RISK OF DROPPING OUT OR THOSE WHO ALREADY HAVE DROPPED OUT.

IV. IN ORDER TO PROVIDE SYSTEMATIC INFORMATION FOR PROGRAMMING AND PLANNING EFFORTS, IT WILL BE NECESSARY TO ESTABLISH A DROPOUT INFORMATION CLEARINGHOUSE TO FACILITATE LOCAL NETWORKING AND DISSEMINATE INFORMATION AND MATERIALS FOR SERVICE PROVIDERS.

V. IN ORDER FOR LOCAL PROGRAMS TO EFFECTIVELY IMPLEMENT STRATEGIES THAT WORK FOR LOCAL DROPOUTS, IT WILL BE NECESSARY TO PROVIDE LOCAL ASSISTANCE IN PLANNING, SERVICE DELIVERY, AND EVALUATION THROUGH TEAMS OF EXPERTS IN DROPOUT PREVENTION AND RECOVERY.

VI. THERE IS A NEED FOR THE STATE OF TEXAS TO EMPHASIZE EARLY IDENTIFICATION AND PREVENTION AS EARLY AS THE GRADE SCHOOL AND ENSURE EFFECTIVE COORDINATION OF SERVICES AND RESOURCES AT THE CAMPUS LEVEL. THE STATE NEEDS TO PROVIDE GUIDELINES, CLEAR LINES OF COMMUNICATION, AND POLICY SUPPORT TO FACILITATE THIS PROCESS AT THE LOCAL LEVEL.

VII. THERE IS A NEED FOR THE STATE OF TEXAS TO GAIN BETTER KNOWLEDGE ABOUT WHAT WORKS FOR WHOM, AND TO PROVIDE SUPPORT FOR INNOVATIVE PROGRAMS AND CURRICULUM IN BASIC SKILLS TRAINING FOR YOUTH WHO ARE POTENTIAL DROPOUTS OR YOUTH WHO ALREADY HAVE DROPPED OUT.

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The matrices on the following pages 1) detail specific actions needed to be taken to implement these recommendations, 2) suggest groups, organizations or agencies responsible for these actions, and 3) present possible funding options.

## RECOMMENDATIONS

### Texas School Dropout Survey

| RECOMMENDATION: | SPECIFIC ACTION(S): | RESPONSIBLE AGENCY/ ORGANIZATION/GROUP: | FUNDING OPTIONS: |
|---|---|---|---|
| I. TO IMPLEMENT A STANDARD DEFINITION OF DROPOUT TO BE USED BY ALL SCHOOL DISTRICTS AND STATE AGENCIES. | • The following definition as formulated by the Council of Chief State School Officers should be adopted by all State agencies and local education agencies:<br><br>A dropout is a student who (for any reason other than death) leaves school before graduating without transferring to another school/institution. (See page 21 ).<br><br>• Once established, the standard definition should be the basis for all future reporting of dropout information.<br><br>• A standard method of calculating dropout rates by school district and campus should also be developed and reported to TEA based on the standard definition.<br><br>• The Public Education Information Management System (PEIMS) should be modified to require school districts to report dropouts based on the above recommendations. | • State Board of Education, Texas Education Agency, local education agencies, any state agency serving dropout youth. | • No new funds necessary for adoption of definitions or procedures for calculating rates.<br><br>• JTPA Section 123 "Education Coordination" funds could be used to match TEA resources to develop a dropout reporting system through PEIMS. |

| RECOMMENDATION: | SPECIFIC ACTION(S): | RESPONSIBLE AGENCY/ ORGANIZATION/GROUP: | FUNDING OPTIONS: |
|---|---|---|---|
| II. TO ESTABLISH STANDARD METHODS FOR IDENTIFYING, TRACKING, AND REFERRING POTENTIAL AND ACTUAL DROPOUTS TO APPROPRIATE SERVICES | • The Public Education Information Management System (PEIMS) should be modified to require reporting of school dropout data by school districts on individual students. | • Modification of the PEIMS for tracking purposes will be required from the State Board of Education and the Texas Education Agency (TEA). | • Start-up costs for a statewide tracking system could be funded by the State Board and/or the Legislature. |
| | • The PEIMS should be used as a tracking system to allow inquiry by Local Education Agencies (LEAs) and other agencies to obtain information on individual students in a manner consistent with privacy laws. | • Texas Department of Community Affairs (TDCA), Texas Employment Commission (TEC), Department of Human Services (DHS), and Texas Department of Corrections (TDC) should explore the roles they can play in facilitating local tracking and referral of dropouts. | • Using the JTPA Sec. 123 "Education Coordination" fund, expenditures could provide equal match with TEA funds for this action. |
| | • Using National Census data, TEA, in cooperation with other agencies, should report dropout rates as determined by city, county, JTPA Service Delivery Area, and State. | • LEAs should review their capabilities for processing data for smaller local school districts. | • Private sector funding could be solicited to partially fund the implementation of tracking systems at the local level. |
| | • Local school districts should institute regular tracking procedures for potential and actual dropouts with accompanying methods to prevent students from dropping out, and to recapture those that have. | • Key beneficiary agencies should examine sharing responsibility for generating and utilizing census dropout information. | • Key agencies, such as TDCA, TEC, DHS, and TDC could pool funds for collecting census data on dropouts. |
| | • Local dropout-related agencies should develop agreements to facilitate tracking and referral of dropouts. | • Local school districts should assess their information management needs and allocate staff resources to the development of local tracking systems. | |

| RECOMMENDATION: | SPECIFIC ACTION(S): | RESPONSIBLE AGENCY/ ORGANIZATION/GROUP: | FUNDING OPTIONS: |
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| III. TO ESTABLISH A STATE-LEVEL COORDINATING EFFORT TO INTEGRATE POLICY, PLANNING AND PROGRAMMING FOR AT-RISK YOUTH. | • An interagency group or council should be established to accomplish the following:<br>a) cross-reference policies, target groups, and funding sources in key dropout-related agencies;<br>b) coordinate joint planning and programming initiatives among agencies; and<br>c) coordinate evaluation procedures and agency requirements for joint activity. | • At a minimum, the following agencies should be included in the interagency group: TEA, TDCA, TEC, DMS, TDC, Juvenile Probation Commission, and the Coordinating Board. | • Participating agencies will need to pool staff resources for the inter-agency group. |
| | | • The Office of the Governor could be a resource for this group. | • Start-up costs could be partially funded with JTPA 123 funds, with an equal match from participating agencies. |
| | • Initiate a "planning grant" approach to encourage local information and programmatic linkages (similar to California's approach). | • Legislative Committees in the Texas House and Senate could review potential joint cooperation and pooling of resources among State agencies. | • JTPA 123 funds could be designated to a joint planning grant strategy with a required match from other participating agencies. |
| | • Provide incentives at the local level through special criteria for joint programming. | • Local agencies could take responsibility to provide local information relating to potential joint planning and programming in their areas of the State. | |
| | • Create a summary of policies, programs, agencies, funding sources, and personnel relating to dropout services in Texas. Provide to clearinghouse and to agencies serving dropouts. | | • Private sector funds can be solicited to support local programs and/or match JTPA funds. |
| | • Utilize the Education Advisory Subcommittees (EAS) attached to each Private Industry Council as a vehicle for local coordination of resources and the development of dropout intervention programs. | | • The State Legislature could allocate special funds to underwrite lead staff for the interagency group. |

| RECOMMENDATION: | SPECIFIC ACTION(S): | RESPONSIBLE AGENCY/ ORGANIZATION/GROUP: | FUNDING OPTIONS: |
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| IV. **TO ESTABLISH AN INFORMATION CLEARINGHOUSE TO ASSIST IN LOCAL NETWORKING AND DISSEMINATE INFORMATION AND MATERIALS FOR SERVICE PROVIDERS.** | o A central office should be established to organize a statewide clearinghouse for local, State, and national information on dropout prevention and recovery.<br><br>o State-level incentives should be provided to encourage local networking initiatives.<br><br>o Coordinating local networks should be the responsibility of local agencies, dropout taskforces, or other prominent groups concerned with dropouts.<br><br>o The planning grant approach described in Issue III could be broad enough to include the development of local dropout prevention and recovery networks.<br><br>o Set goals and timelines for the statewide clearinghouse to collect and disseminate local, State, and national program information on dropouts.<br><br>o Create a summary of program information on at-risk youth for statewide distribution, dividing programs into a) in-school prevention, and b) out of school recovery. | o The Legislature could designate a centralized office and staffing for the network/clearinghouse.<br><br>o Local Education Agencies (LEAs) and/or JTPA Service Delivery Areas (SDAs) could be local repositories for network/ clearinghouse information.<br><br>o The Texas Education Agency (TEA) and the Texas Department of Community Affairs (TDCA) could take responsibility for funneling information to the centralizied office. They could also provide local technical assistance in networking development.<br><br>o Local school districts and drop-out-related agencies should take responsibility for building the reciprocal agreements and local directories of services to support local information networking. | o JTPA Section 123 Education Coordination funds could match funds provided by other participating agencies.<br><br>o Funds and staff resources could be pooled by various State agencies, i.e., TEA, TDCA, TEC, DHS, TDC, etc.<br><br>o Special funding could be allocated by the Texas Legislature.<br><br>o Private sector funding could be solicited with incentives built into required products of the network/clearinghouse system to benefit the private sector. |

| RECOMMENDATION: | SPECIFIC ACTION(S): | RESPONSIBLE AGENCY/ ORGANIZATION/GROUP: | FUNDING OPTIONS: |
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| V. TO PROVIDE LOCAL ASSISTANCE IN PLANNING, SERVICE DELIVERY, AND EVALUATION THROUGH STATE AND LOCAL RESOURCE TEAMS SKILLED IN DROPOUT PREVENTION AND RECOVERY. | • Identify persons working in state and local agencies and/or dropout programs who have proven skills relating to particular aspects of dropout prevention and recovery. These persons should be organized into local and State resource teams.<br><br>• Key related State agencies should develop technical assistance manuals pertaining to policy implementation, planning, coordination, and evaluation.<br><br>• An "Administrators' Academy," based on California's Superintendent Academy model, should be established at the State level to provide orientation and training for administering dropout programs.<br><br>• Local school districts and dropout service agencies should provide inservice training based upon State technical assistance and academy training. | • The proposed interagency group and/or central office for the clearinghouse could be responsible for identifying persons with proven skill at the State level.<br><br>• Local Education Advisory Subcommittees attached to local Private Industry Councils could coordinate the identification of local expertise.<br><br>• TEA, TDCA, DHS, TDC, TEC, etc., should be responsible for developing policy/technical assistance manuals.<br><br>• Both TEA and TDCA should take responsibility in coordinating State-level technical assistance teams. State-level technical assistance could be tied to the planning grant approach for developing community-wide or regional dropout prevention and recovery networks and action plans to identify and refer dropouts to appropriate services.<br><br>• The formation of the Administrators' Academy could be the responsibility of the interagency group or council in conjunction with TEA and the State Board. | • Pooling of key agency funds.<br><br>• JTPA, Section 123 funds could match funds from other participating agencies.<br><br>• Restructuring of agency staff resources to support dropout-related activities.<br><br>• Private Sector funding.<br><br>• Legislative allocation. |

| RECOMMENDATION: | SPECIFIC ACTION(S): | RESPONSIBLE AGENCY/ ORGANIZATION/GROUP: | FUNDING OPTIONS: |
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| VI. TO EMPHASIZE EARLY IDENTIFICATION AND PREVENTION AS EARLY AS THE GRADE SCHOOL LEVEL AND ENSURE EFFECTIVE COORDINATION OF SERVICES AND RESOURCES AT THE CAMPUS LEVEL | • Provide an outreach coordinator at the campus level who systematically contacts potential and actual dropouts, parents, and other concerned agencies/parties to assist these at-risk youth in gaining the types of services they need to stay in school or to obtain retraining for employment.<br><br>• Counseling staff at the campus level should keep systematic records on potential and actual dropouts and work with these youth along with the outreach coordinator to provide appropriate referrals.<br><br>• Modifications in the PEIMS should include information at the early grades pertaining to risk factors. This information should be accessible to outreach coordinators, counselors, and dropout-related agencies.<br><br>• Program incentives should be structured to reward at-risk youth for completing schooling or out-of-school training.<br><br>• Every local campus and alternative education program should be linked with the local and State Information Network/Clearinghouse. | • The State Board of Education and the Texas Education Agency should adopt a model for outreach coordinators and counselors to be involved in dropout prevention and recovery.<br><br>• The State Board and TEA should act to modify the PEIMS to ensure early identification and prevention of dropout extending to the early grades.<br><br>• Both TEA and TDCA should work with outreach coordinators and counselors through local school districts and JTPA providers.<br><br>• Local school districts and dropout programs should coordinate services with outreach coordinators and school counselors.<br><br>• The proposed interagency group or council should oversee coordination between State and local levels. | • State Board and TEA commitment of resources.<br><br>• Legislative allocation.<br><br>• Private sector funding. |

| RECOMMENDATION: | SPECIFIC ACTION(S): | RESPONSIBLE AGENCY/ ORGANIZATION/GROUP: | FUNDING OPTIONS: |
|---|---|---|---|
| VII. TO GAIN BETTER KNOWLEDGE ABOUT WHAT WORKS FOR WHOM, AND TO PROVIDE SUPPORT FOR MODEL PROGRAMS AND CURRICULUM DEVELOPMENT IN BASIC SKILLS TRAINING. | • The State should continue its support of research regarding what works for whom, encouraging curriculum research projects that follow systematic procedures for evaluation and replication.<br><br>• Model programs should be divided into two areas (1) in-school "prevention" programs and (2) out of school "recovery" programs.<br><br>• Comprehensive competency based basic skills * curriculum development should be encouraged.<br><br>• Multi-funded and multi-service programs ** serving potential dropouts should be encouraged. Such programs should bring together resources from all sectors of the community to keep kids in school or assist them to return to school.<br><br>• Academic credit in alternative settings should be based on achievement rather than attendance (as is currently the basis for funding in Education). All competency systems within or outside of the regular school curriculum should be "cross-walked" with the "essential elements" defined by House Bill 246.<br><br>• ADA (Average Daily Attendance) funds should follow the student into alternative environments. | • TEA, TDCA, DHS, and the Criminal Justice System should be involved in continuing research into the dropout problem.<br><br>• TEA, TDCA, DHS, Criminal Justice, and other key State agencies should develop funding strategies to support competency based basic skills training.<br><br>• The private sector should be involved in developing program and funding strategies for at-risk youth.<br><br>• TDCA, in collaboration with TEA, should be responsible for further development of competency systems in JTPA delivery programs, and "cross-walking" of competency systems and "essential elements."<br><br>• TEA and the State Board should act to shift academic credit to achievement and away from attendance criteria.<br><br>• The State Legislature should consider ADA being tracked with student to alternative environments. | • JTPA Section 123 Education Coordination funds could provide equal match with other participating agencies.<br><br>• State Board and TEA commitment of resources.<br><br>• Legislative allocations.<br><br>• Private sector funding.<br><br>• ADA funding for alternative programs in or out of school should require a standardized system of basic skills instruction that is cross-walked with H.B. 246 Essential Elements. |

* Several computer based basic skills instructional systems are being implemented and evaluated throughout Texas. Many are jointly operated by TEA and local education agencies to serve at risk youth. Among them are: Comprehensive Competencies Program (C.C.P.), Plato "Fair Break" System, and Steck Vaughan G.E.D. 100 system. These unique systems are individualized, self-paced, open entry, and competency based rather than time based.

** A very successful example of this in school "prevention" approach is the Communities in School (CIS) program currently operating in five cities with additional sites planned.

DROPOUT DEFINITION TAKEN FROM THE EDUCATION DATA IMPROVEMENT PROJECT OF THE COUNCIL OF CHIEF STATE SCHOOL OFFICERS

Definition

A dropout is a student who (for any reason other than death) leaves school before graduating without transferring to another school/institution.

Below are some groups with respect to which practice has varied in the past. They are grouped according to whether they should or should not be counted as dropouts.

| YES; Include. | NO; Do not include. |
|---|---|
| o students who enter the military | o students who die |
| o students who are expelled and are not known to enroll at another school | o students who are out of school only for temporary periods, e.g., by suspension, extended illness |
| o students who leave school and enter a program not qualifying as an elementary/secondary school | o students known (by a transcript request or other information) to transfer to:<br>- a public school<br>- a non-public school or other state-approved educational program, that is, a program that continues the student's education on a fulltime basis, e.g., home-based instruction |
| o students who leave school between terms and are not known to enroll at another school | |
| o students of any age who drop out (by the definition) | |
| o students from Special Ed and other special, ungraded or alternative programs who drop out (by the definition) | o students who move to another grade level |

# V. SUMMARY OF RESEARCH

TEXAS SCHOOL DROPOUT SURVEY PROJECT

TDCA SUMMARY OF RESEARCH

FOR

THE INTERCULTURAL DEVELOPMENT RESEARCH ASSOCIATION

AND

CENTER FOR ECONOMIC AND SOCIAL RESEARCH
PRAIRIE VIEW A&M RESEARCH FOUNDATION

TEXAS DEPARTMENT OF COMMUNITY AFFAIRS
TRAINING AND EMPLOYMENT DEVELOPMENT DIVISION

## ACKNOWLEDGEMENTS

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## INTRODUCTION

The Texas School Dropout Survey Project was initiated in order to establish an information base for analyzing the dropout problem in Texas and to formulate recommendations to the 69th Legislature based upon research findings. The project was mandated by House Bill 72 and was funded in the Spring of 1986 by the Texas Department of Community Affairs (TDCA) in collaboration with the Texas Education Agency (TEA).

The Intercultural Development Research Association (I.D.R.A.) was contracted to conduct three of the project's four research tasks:

Task 1 Measure the extent of school dropouts in Texas through valid and reliable dropout indices.

Task 3 Collect and analyze benefit-cost data on the impact of dropouts on the criminal justice and human service systems in Texas.

Task 4 Identify and evaluate in-school and alternative training programs for dropouts in Texas.

The Center for Economic and Social Research at Prairie View A&M University was contracted for Task 2 of the survey design:

Task 2 Document the principal causes for school dropout in Texas.

The following summary provides a sketch of the structure and highlights of the research. Further details and documentation are contained in the larger volumes. Additional information can be obtained by calling the Planning, Coordination and Evaluation Section at the TDCA (512) 834-6092, or by contacting the TDCA's contractors for this project:

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# TASK 1

## MAGNITUDE OF THE PROBLEM/ACCOUNTING PROCEDURES

## TASK 1 - What is the magnitude of the dropout problem in the State of Texas?

In the absence of a centralized data base and a standardized definition of dropouts, the research design included analysis of current school district procedures and available local research on dropouts as well as a study of attrition rates to determine dropout estimates.

Three sub-tasks were requested by TDCA and TEA to be included under Task 1. These additional sub-tasks were:

1) To conduct a meta-analysis of existing school district dropout documentation (funded by TEA);
2) To design and implement procedures for tracking of student withdrawals in a sample of districts (funded by TEA); and
3) To generate estimates of macrocommunity dropout rates in the State (funded by TDCA).

### I. DROPOUT DEFINITIONS, PROCEDURES, AND RESEARCH

#### Approach:

Information collected on dropout definitions, dropout procedures, and dropout research was obtained through the following methods:

1) All districts in Texas (n=1080) were surveyed on the availability of local dropout-related research;
2) All regional education service centers in Texas (n=20) were surveyed on the availability of local or regional dropout-related research;
3) A stratified sample of respondent districts (n=143) was selected for the purpose of studying dropout accounting procedures and research findings;
4) Primary results, assessments of research methodology and substantive characteristics for school district research studies were compiled and recorded; and
5) Analyses of school district procedures, methods and research findings were conducted.

#### Results:

- The survey results yielded extensive intradistrict and interdistrict variability in both dropout definitions and methodologies, despite the guidelines for dropout identification disseminated by the Texas Education Agency (TEA) in 1985 for Annual Performance Report (APR) purposes.

TABLE I

RESEARCH REPORTS RECEIVED AND REVIEWED BY TYPE

| School District | Type of Dropout Research Conducted | Date(s) of Research Reports |
|---|---|---|
| Austin | Calculation of Annual Dropout Rate | 1983, 1985 |
| | Longitudinal research on student attrition rates and characteristics of dropout youth; development of predictive model | 1983 |
| | Tracking and follow-up interviews of dropout students | 1984 |
| Corpus Christi* | Tracking and follow-up interviews of dropout students; calculation of projected dropout rates | 1986 |
| Dallas | Calculation of annual dropout rates and analysis of withdrawal records data | 1973, 1974, 1975, 1976, 1977, 1979, 1980, 1981, 1982, 1983 |
| Houston | Calculation of Annual Dropout Rates and analysis of withdrawal records data | 1984, 1985 |
| | Issues in defining and enumerating dropouts | 1985 |
| | Demographic and academic characteristics of dropouts | 1985 |
| | Dropout Intervention | 1985 |
| | Summer disappearances; effect of inclusion of dropout rates | 1985 |
| | Telephone tracking interviews of dropouts | 1986 |
| Ysleta | Tracking and telephone interviews of dropouts | 1985 |
| Brownsville | Calculation of Annual Dropout Rate and analysis of withdrawal data | 1986 |

| School District | Type of Dropout Research Conducted | Date(s) of Research Reports |
|---|---|---|
| Santa Gertrudis | Longitudinal study of student attrition | 1985, 1986 |
| McAllen | Comparative analysis of student dropouts and non-dropouts including analysis of student demographics, academics, discipline; parent and school personnel perspectives on dropout-related issues | 1986 |
| Tyler | Calculation of Annual Dropout Rate; comparisons of effects of using alternative methodologies; analysis of withdrawal records data | 1985 |

* Conducted for Private Industry Council/JTPA; included all districts in Nueces County.

- Numerous dropout definitions have been used to identify a variety of categories of early school leavers. These include:

    1) pushouts--students removed from the school setting as undesirables;
    2) disaffiliated--students no longer wishing to be affiliated with school;
    3) educational mortalities--students failing to complete a program;
    4) capable dropouts--family socialization disagrees with school demand; and
    5) stopouts--students dropping and re-enrolling.

- At an operational level, three criteria for defining dropout emerge. These include:

    1) Is the student currently enrolled?
    2) If not, has the student been formally transferred to another legitimate institution?
    3) Has the student earned a high school diploma or its equivalent?

- Differences in the computation of dropout rate also resulted in incompatible and inconsistent findings. At least three factors influence the mathematical computation of a dropout rate:

    1) the time frame;
    2) the range of grade levels; and
    3) student-accounting procedures.

## II. TRACKING OF STUDENT WITHDRAWALS

### Approach:

Procedures for tracking of 1500 student withdrawals were designed and implemented in 10 districts selected for district size, geographic location, ethnic concentration, and special populations distribution. Sample districts were selected on the basis of TEA recommendations, and the districts' willingness to participate, and the districts' capacity for identifying students who have withdrawn.

The 10 districts (Austin, Brownsville, Corpus Christi, Dumas, Edgewood, Fort Stockton, Fort Worth, Lubbock, Pittsburg, and Tyler) made available their most recent withdrawal lists with available demographic and bibliographic data. A random sample of presumed dropouts was selected from the larger districts while entire populations were used for those districts whose presumed dropout population was less than 150.

An indepth telephone interview form was developed in both English and Spanish, and was used to elicit information on dropouts and their work status. The following information was also requested: reason(s) for withdrawal, unfilled personal and academic needs, future goals, degree of acculturation, and parents' influence on the decision to leave or return to school. Three telephone contact attempts resulted in a contact rate of 21 percent.

After three telephone contact attempts failed, two further attempts to contact the students were made using a modified one-page mail survey. One hundred and thirty-four students (11%) responded to the mail survey before the data collection closing date.

TABLE II

SUMMARY OF TELEPHONE TRACKING STUDY RESULTS FOR ALL DISTRICTS

| | Dropout | | In School | | Employed | |
|---|---|---|---|---|---|---|
| | # | % | # | % | # | % |
| Yes | 242 | 78.1 | 38 | 12.0 | 8.4 | 26.4 |
| No | 45 | 14.2 | 217 | 68.2 | 159 | 50.0 |
| No Response | 3 | 9.7 | 6.3 | 19.8 | 75 | 23.6 |
| Total | 318 | 100.0 | 318 | 100.0 | 318 | 100.0 |

| | Wages hours per week | Wages per hour |
|---|---|---|
| Mean | 35.19 (n=21) | $4.87 (n=29) |
| Range | Highest: 70 (n=2) | Highest: $11.00 (n=1) |
| | Lowest: 8 (n=1) | Lowest: $ .85 (n=1) |

TABLE III

RESULTS OF CONTACT ATTEMPTS BY DISTRICT: TELEPHONE TRACKING STUDY

| | Contact | | No Contact | | Total | |
|---|---|---|---|---|---|---|
| | n | % | n | % | n | % |
| Austin | 32 | 15.4 | 176 | 84.6 | 208 | 100.0 |
| Brownville | 46 | 21.0 | 173 | 79.0 | 219 | 100.0 |
| Corpus Christi | 45 | 20.5 | 174 | 79.5 | 219 | 100.0 |
| Dumas | 13 | 22.8 | 44 | 77.2 | 57 | 100.0 |
| Edgewood | 37 | 38.5 | 59 | 61.5 | 96 | 100.0 |
| Ft. Stockton | 25 | 16.2 | 129 | 83.8 | 156 | 100.0 |
| Ft. Worth | 41 | 21.6 | 149 | 78.4 | 190 | 100.0 |
| Lubbock | 42 | 19.4 | 174 | 80.6 | 216 | 100.0 |
| Pittsburg | 4 | 16.0 | 21 | 84.0 | 25 | 100.0 |
| Tyler | 33 | 22.8 | 112 | 77.2 | 145 | 100.0 |
| | 318 | 20.80 | 1211 | 79.20 | 1529 | 100.0 |

Results:

- The majority of the confirmed dropouts left school because of failing grades, House Bill 72 absentee rule, marriage, or financial difficulties at home.

- Most of the students who had dropped out of school and were employed (26%) were working at labor intensive, minimum wage jobs.

- 1.3% had received their G.E.D.

- Twelve percent had returned to school.

- Fourteen percent of the students contacted by telephone and 22% of the mail survey respondents had not dropped out, but either transferred or had never left school.

- There were no marked differences in answers between male and female telephone survey respondents, except in the area of employment:

    a) Thirty-six percent of the males were employed; and
    b) Seventeen percent of the females were employed.

## III. STUDY OF ATTRITION DROPOUT ESTIMATES

Approach:

Given the current nonuniformity in defining dropouts, in computing a summary statistic (dropout rate) and in collecting and coding primary data, I.D.R.A. used a longitudinal attrition calculation for estimating a reliable cohort dropout rate.

The index developed and used by I.D.R.A. consists of taking grade level enrollments for a base year and comparing them to enrollments in subsequent years. Since school and district enrollments are not constant, with changes in size due to increasing or declining enrollments, it is necessary to take the growth trend into account in computing the attrition rate. The following formula was used:

District Attrition Rate =

$$(S^1*(D^2/D^1))-(S^2)/(S^1*(D^1/D^2))$$

Where: S = district's 9th grade enrollment in the base year

S = district's 12th grade enrollment in the end year

D = district's total high school enrollment in the base year

D = district's total high school enrollment in the end year

The I.D.R.A. attrition index incorporates several assumptions. One assumption is that the number of students transferring in and out of the school district is fairly constant among the various grade levels included in the longitudinal time span. A second assumption is that the number of students retained at each grade level is fairly consistent from one year to the next, and unless there is no marked increase or decrease in the number of students at a specific grade level during the span of the longitudinal study, there will be a negligible effect.

Results:

- As an aggregate, the State of Texas had an attrition rate of 33%; approximately 86,000 were lost from the cohort of 9th grade students beginning in 1982-83 and finishing as 12th grade students in 1985-86.

- Attrition rates differed by race/ethnicity and sex:

  27% for Whites
  34% for Blacks
  45% for Hispanics
  35% for males
  32% for females

- Among males, the attrition rate ranged from a low of 28% for Whites to a high of 51% for American Indians.

- Among females, the attrition rate ranged from a low of 26% for Whites to a high of 43% for Hispanics.

- Attrition rates varied by size of school district and geography with a low of 25% for districts with less than 100 high school students to a high of 37% for districts having 10,000 students or more.

TABLE IV

ENROLLMENT DATA AND ATTRITION RATES IN TEXAS BY RACIAL/ETHNIC AFFILIATION AND SEX: TEXAS, 1982-1983 TO 1985-1986

| | 9th Grade Enrollment 1982-83 | 12th Grade Enrollment 1985-86 | H.S. 9th-12th Grade Enrollment 1982-83 | H.S. 9th-12 Grade Enrollment 1985-86 | 12th Grade Expected Enrollment 1985-86 | Attrition (Number) | Attrition Rate Percentage |
|---|---|---|---|---|---|---|---|
| Hispanic | | | | | | | |
| Male | 34,884 | 20,421 | 101,755 | 112,920 | 38,712 | 18,291 | 47 |
| Female | 31,860 | 20,344 | 96,922 | 108,410 | 35,636 | 15,292 | 43 |
| Total | 66,744 | 40,765 | 198,677 | 221,330 | 74,348 | 33,583 | 45 |
| Black, Not Hispanic | | | | | | | |
| Male | 18,776 | 11,801 | 62,710 | 61,637 | 18,455 | 6,654 | 36 |
| Female | 17,937 | 12,336 | 61,783 | 61,829 | 17,950 | 5,614 | 31 |
| Total | 36,713 | 24,137 | 124,493 | 123,466 | 36,405 | 12,268 | 34 |
| American Indian/Alaskan Native | | | | | | | |
| Male | 222 | 106 | 683 | 671 | 218 | 112 | 51 |
| Female | 216 | 119 | 662 | 588 | 192 | 73 | 38 |
| Total | 438 | 225 | 1,345 | 1,259 | 410 | 185 | 45 |
| Asian/Pacific Islander | | | | | | | |
| Male | 1,774 | 1,615 | 5,887 | 8,154 | 2,457 | 842 | 34 |
| Female | 1,530 | 1,499 | 4,937 | 97,036 | 2,180 | 681 | 31 |
| Total | 3,304 | 3,114 | 10,824 | 15,190 | 4,637 | 1,523 | 33 |
| White, Not Hispanic | | | | | | | |
| Male | 70,159 | 52,699 | 247,474 | 258,917 | 73,403 | 20,704 | 28 |
| Female | 65,761 | 51,347 | | | | | |
| Total | 135,920 | 104,046 | 482,702 | 507,018 | 142,763 | 38,717 | 27 |
| All Groups | | | | | | | |
| Male | 125,815 | 86,642 | 418,509 | 442,299 | 133,245 | 46,603 | 35 |
| Female | 117,304 | 85,645 | 399,532 | 425,964 | 125,318 | 39,673 | 32 |
| Total | 243,119 | 172,287 | 818,042 | 868,263 | 258,563 | 86,276 | 33 |

TABLE V

ENROLLMENT DATA AND ATTRITION RATES BY DISTRICT SIZE:
TEXAS, 1982-82 TO 1985-86

| Distict Size (number of districts)* | 9th Grade Enrollment 1982-83 | 12th Grade Enrollment 1985-86 | H.S. 9th-12th Grade Enrollment 1982-83 | H.S. 9th-12 Grade Enrollment 1985-86 | 12th Grade Expected Enrollment 1985-86 | Attrition (Number) | Attrition Rate Percentage |
|---|---|---|---|---|---|---|---|
| Less than 100 students (n=225) | 3,752 | 2,939 | 13,333 | 13,898 | 3,911 | 972 | 25 |
| 100 - 499 students (n=467) | 32,333 | 24,172 | 112,130 | 117,953 | 34,012 | 9,840 | 29 |
| 500 - 999 students (n=117 | 24,712 | 17,956 | 83,126 | 90,592 | 26,932 | 8,976 | 33 |
| 1,000 - 2,499 students (n=91) | 36,850 | 27,007 | 126,510 | 134,427 | 39,156 | 12,149 | 31 |
| 2,500 - 4,999 students (n=34) | 35,657 | 26,369 | 122,310 | 133,724 | 38,985 | 12,616 | 32 |
| 5,000 - 9,999 students (n=13) | 40,318 | 29,004 | 132,400 | 145,702 | 44,369 | 15,365 | 35 |
| 10,000 students and over (n=13) | 69,497 | 44,840 | 228,233 | 231,967 | 70,634 | 25,794 | 37 |
| All District Sizes (n=967) | 243,119 | 172,287 | 818,042 | 868,263 | 257,999 | 85,712 | 33 |

*District size is based on the 9th-12th grade enrollment in the base year.

- Attrition rates also varied by Education Service Center (ESC) regions and JTPA Service Delivery Areas (SDAs).

## IV. STUDY OF MACROCOMMUNITY RATES

### Approach:

I.D.R.A. conducted original analyses of the five percent Public Use Microdata Sample (PUMS) of the 1980 Census. Dropouts were defined as young people who were not enrolled in school and had not completed at least 12 years of schooling. Dropout rates were examined for youth, age 16 - 24, in the State of Texas considering gender, racial/ethnic groups and geographic area. The study estimated the amount of schooling which dropouts completed before leaving school and examined their work status and nativity.

### Results:

- According to the 1980 Census, nearly half a million Texas young people, age 16 - 24 in 1980, were not enrolled in school and had not completed the 12th grade.

- Sixty percent, 301,000 of these youth people were ages 20 - 24.

- Slightly more than half, 259,000 of them were young men.

- 230,000 were Whites; 197,000 were Hispanics; and 64,000 were Blacks. The other 6,000 were Native Americans or Asian Americans.

- 427,000 of the dropouts, 86% of the total number, were born in the United States.

- Of the 70,400 foreign-born dropouts, 88% were Hispanics, 6% were Whites, and 5% were Asian or others who did not identify themselves with the major ethnic groups in Texas.

- In 1980, three out of ten Texas Dropouts -- 152,000 young people -- had completed less than nine years of schooling when they left school.

- 27,000 had completed less than five years of schooling. More than half of these students were foreign born.

TABLE VI

## DROPOUT RATES OF YOUTH, AGE 16 TO 24, , BY AGE GROUP, SEX AND RACIAL/ETHNIC AFFILIATION: TEXAS, 1980

| Sex/Ethnicity | Age 16-24 | Age 16-19 | Age 20-24 |
|---|---|---|---|
| **Male** | | | |
| Hispanic | 35.1 | 27.9 | 41.4 |
| White, non-Hispanic | 15.0 | 14.4 | 15.5 |
| Black, non-Hispanic | 21.3 | 17.9 | 24.2 |
| Other, non-Hispanic | 18.5 | 16.1 | 20.1 |
| Total | 20.5 | 18.2 | 22.3 |
| **Female** | | | |
| Hispanic | 33.7 | 27.1 | 39.4 |
| White, non-Hispanic | 14.5 | 14.6 | 14 5 |
| Black, non-Hispanic | 17.1 | 14.9 | 19 0 |
| Other, non-Hispanic | 22.0 | 22.6 | 21.7 |
| Total | 19.3 | 17.8 | 20.5 |

NOTE: Detail may not add to 100.0 percent because of rounding.

## PERCENTAGES OF DROPOUTS, AGE 16 TO 24, WITH LESS THAN NINE YEARS OF SCHOOLING, BY SEX AND RACIAL/ETHNIC AFFILIATION : TEXAS, 1980

| Ethnicity | Male | Female |
|---|---|---|
| Hispanic | 48.5 | 49.5 |
| White, non-Hispanic | 18.0 | 19.0 |
| Black, non-Hispanic | 16.8 | 15.6 |
| Other, non-Hispanic | 36.4 | 43.7 |

NOTE: Detail may not add to 100.0 percent because of rounding.

TABLE VII

## ESTIMATED NUMBERS AND RATES OF TEXAS YOUNG PEOPLE, AGE 16 TO 24, WHO ARE NOT ENROLLED IN SCHOOL AND HAVE NOT COMPLETED HIGH SCHOOL, BY AGE GROUP AND SELECTED STANDARD METROPOLITAN STATISTICAL AREA OR PART OF AREA: TEXAS 1980

| Standard metropolitan statistical area or part of area | Age 16 to 24 | | Age 16 to 19 | | Age 20 to 24 | |
|---|---|---|---|---|---|---|
| | No. | Rate | No. | Rate | No. | Rate |
| State | 497,100 | 19.9 | 196,200 | 18.0 | 300,900 | 21.4 |
| Dallas-Fort Worth | 98,100 | 19.4 | 38,800 | 18.2 | 59,300 | 20.3 |
| Houston (Harris County only) | 93,000 | 21.7 | 35,100 | 20.5 | 57,900 | 22.6 |
| San Antonio (Bexar County) | 33,200 | 18.4 | 13,700 | 16.3 | 19,500 | 20.3 |
| El Paso | 16,300 | 18.1 | 6,500 | 15.7 | 9,800 | 20.3 |
| Austin | 15,100 | 12.3 | 5,700 | 12.6 | 9,400 | 12.2 |
| Killeen-Temple | 12,000 | 20.5 | 4,900 | 22.6 | 7,100 | 19.3 |
| McAllen-Pharr-Edinburg | 11,900 | 26.2 | 4,600 | 19.4 | 7,300 | 33.4 |
| Corpus Christi (Nueces County only) | 10,200 | 21.7 | 3,900 | 18.0 | 6,400 | 24.7 |
| Brownsville-Harlingen-San Benito | 9,200 | 26.5 | 3,500 | 19.8 | 5,700 | 33.4 |
| Beaumont-Port Arthur-Orange | 7,900 | 12.8 | 2,900 | 10.3 | 5,100 | 14.9 |
| Galveston-Texas City | 6,400 | 19.5 | 3,100 | 20.8 | 3,300 | 18.3 |
| Lubbock | 6,200 | 12.5 | 2,300 | 12.1 | 3,900 | 12.8 |
| Longview-Marshall | 5,400 | 20.4 | 2,100 | 17.8 | 3,300 | 22.6 |
| Amarillo | 5,300 | 17.9 | 2,000 | 16.5 | 3,300 | 18.9 |
| Odessa | 5,300 | 24.5 | 1,900 | 21.4 | 3,300 | 28.8 |
| Waco | 4,700 | 13.3 | 1,800 | 12.4 | 2,800 | 14.0 |
| Abilene (Taylor County only) | 4,300 | 19.3 | 1,800 | 19.4 | 2,500 | 19.1 |
| Wichita Falls (Wichita County only) | 3,900 | 17.4 | 1,700 | 17.3 | 2,200 | 17.5 |
| Tyler | 3,300 | 16.6 | 1,300 | 14.5 | 2,000 | 18.3 |

NOTE: Detail may not add to 100.0 percent because of rounding.

TABLE VIII

## PERCENTAGES OF DROPOUTS, AGE 16 TO 24, BY LABOR FORCE STATUS, SEX, AGE GROUP AND RACIAL/ETHNIC AFFILIATION: TEXAS, 1980

| Sex /Age Group/Ethnicity | Armed forces | Civilian employed | Civilian unemployed | Not in labor force |
|---|---|---|---|---|
| **Male, age 16 to 19** | | | | |
| Hispanic | 1.2 | 61.7 | 10.7 | 26.4 |
| White, non-Hispanic | 7.7 | 62.7 | 10.0 | 19.5 |
| Black, non-Hispanic | 10.6 | 36.2 | 11.7 | 41.4 |
| Other, non-Hispanic | 12.2 | 46.9 | 8.2 | 32.6 |
| **Male, age 20 to 24** | | | | |
| Hispanic | 1.4 | 78.8 | 8.1 | 11.7 |
| White, non-Hispanic | 4.2 | 78.8 | 6.6 | 10.5 |
| Black, non- Hispanic | 7.7 | 51.9 | 10.1 | 30.3 |
| Other, non-Hispanic | 6.4 | 69.1 | 5.3 | 19.1 |
| **Female, age 16 to 19** | | | | |
| Hispanic | * | 28.1 | 7.4 | 64.4 |
| White, non-Hispanic | 0.6 | 37.1 | 9.3 | 52.9 |
| Black, non-Hispanic | 0.4 | 26.1 | 9.7 | 63.9 |
| Other, non-Hispanic | * | 45.8 | 6.8 | 47.5 |
| **Female, age 20 to 24** | | | | |
| Hispanic | 0.1 | 38.1 | 5.6 | 56.2 |
| White, non-Hispanic | 0.3 | 42.5 | 5.3 | 51.9 |
| Black, non-Hispanic | 0.1 | 41.7 | 9.9 | 48.3 |
| Other, non-Hispanic | * | 38.0 | 4.6 | 57.4 |

*Less than 0.1 of a percent

NOTE: Detail may not add to 100.0 percent because of rounding.

- However, 104,000 youth, 68% of the total number of youth with no more than an 8th grade education, were born in the United States.

- Characteristics of Hispanic, White and Black dropouts in Texas are strikingly different. In 1980, Hispanic youth, age 16 - 19, were twice as likely, and youth, age 20 - 24, nearly three times as likely to have left school prior to the completion of 12th grade, than their White counterparts.

- More alarming for their futures as productive citizens, many Hispanics have very low levels of schooling. Nearly half of the 1980 Hispanic dropouts had completed less than 9th grade when they ended their schooling. In contrast, 81% of White youth and 84% Black youth who had failed to complete 12 years of schooling had stayed in school at least through 9th grade.

- Male dropouts in the two age brackets -- 16 - 19 and 20 - 24 -- have higher civilian employment rates than the population in these age groups as a whole. the differences are less for the older age group than for the younger. However, Black youth are less likely to be employed than either Hispanics or Whites.

- More Black youth than Hispanics or Whites are "discouraged workers." Two in five Black male dropouts, age 16 - 19, in contrast to one in five of Whites and 26% of Hispanics in that age group, were not in the labor force. Black dropouts, age 20 - 24, were three times more likely not to be in the labor force as Whites or Hispanic, age 20 - 24.

- Young women who have not completed high school have lower employment rates than their female counterparts as a whole. In proportional comparison to males, more females are not in the labor force.

- Texas dropouts are widely distributed throughout the State. Half of the SDAs had at least 10,000 dropouts each in 1980.

- The largest groups of dropouts were in the City of Houston with 69,000, the Alamo SDA with 40,000, the City of Dallas with 35,000 and the Balance of Gulf Coast Planning Region SDA -- the area around Houston -- with 32,000.

- In 1980, at least one out of every five young people, 16 - 24 years of age in the State as a whole in 21 of the 34 SDAs had left school prior to the completion of the 12th grade.

- Rates vary among the SDAs. For the 16 - 19 year old group in 1980, the rates ranged from 10.9% in the South East SDA to 25.7% in the Middle Rio Grande SDA. For the 20 - 24 year old group the range was even wider - from 9.5% in the Brazos Valley SDA to 38.5% for the Middle Rio Grande.

## V. IMPLICATIONS

- There is a need to develop and use a standarized dropout definition with explicit identification procedures.

- There is a need to develop standard procedures for calculating the dropout rate.

- There is a need to develop a centralized and standard system for collection of dropout data.

- There is a need to develop tracking mechanisms which will increase the reliability of dropout counts and will result in more appropriate program interventions.

- Tracking efforts can best be implemented if one person, designated within a district, is responsible for identifying and following dropouts.

- Using standardized tracking procedures, including interdistrict and intradistrict communication, district personnel can effectively track dropouts.

- It is important that a data collection system include: greater standardization in definition and computation, more emphasis on maintaining accurate and reliable records, and a process for validating aggregate data.

- Until standard definitions and computation methods of calculating dropout rates are established, the legislative goal of reducing the dropout rate to 5% remains unattainable.

- It is probable that today there are at least as many and possibly more young people in Texas who are not enrolled in school and have not completed 12th grade than there were in 1980.

- The population, age 16 - 24, has continued to grow since the Census was taken and higher fertility rates of minorities lead to the numbers increasing faster than those of the White majority.

- The 1984 implementation of statewide minimum competency testing as a school accountability effort does not encourage schools to make extraordinary efforts to hold students they consider otherwise marginal.

# TASK 2

# CAUSES OF SCHOOL DROPOUTS

## TASK 2 - What are the principal causes of school dropout in Texas?

The general purpose of Task 2 was to examine causes for dropout by region, size of school district, wealth of school district, ethnicity, and gender. The desired result was to analyze the above factors and generate predictive indicators for different areas of the state.

Three different methods were used to investigate factors associated with school dropouts in Texas:

### I. REVIEW OF LITERATURE

#### Approach:

A national literature review was conducted to ascertain a number of theories that try to explain why students drop out of school. Two specific models were used to classify the various approaches to explaining dropout behavior. These were: 1) the Educational Attainment Model, focusing on the acquisition of schooling by young people; and 2) the Human Capital Model, emphasizing the opportunity cost of schooling versus the expected wage premium from completing school. Generally speaking, academic performance, psychological factors, socio-economic background, and early transition into adult roles all seem to be important predictors of school dropout behavior.

#### Results:

- There is currently no national consensus regarding a single theory or perspective that best explains dropout behavior.

- The general factors of school dropout behavior can be further broken down to reveal specific predictors:

**Academic Performance**

1) low G.P.A.
2) repeated failures
3) absenses
4) behind in grade

**Psychological**

1) low self-esteem
2) lack of self-worth
3) unrealistic expectations

Socio-Economic

1) low income
2) poverty home environment
3) lack of family support

Survival/Social

1) marriage
2) pregnancy
3) drugs
4) jobs
5) crime

## II. HIGH SCHOOL AND BEYOND NATIONAL DATA BASE

Approach:

The High School and Beyond study was conducted by the National Center for Education Statistics for their Education Statistics Longitudinal Studies program on the education and occupational experiences of high school youth. Data was first collected in the Spring of 1980 on a national sample of high school sophomores. In the Spring of 1982 and the Spring of 1984, follow-up studies were conducted. The sophomore cohort for Texas represented a random sample for Texas which could be analyzed separately from the national sample. Indicators of significant predictors identified from the review of the literature were applied to the Texas sample to see how well these indicators explain high school dropout behavior in Texas.

Results:

- When you control for socioeconomic status and measures of ability, there are no differences in dropout rates among race/ethnic groups or by gender.

- Factors that appear to have a major effect on school dropout in Texas according to the Texas sample are:

    1) high school G.P.A.
    2) marriage while in high school
    3) number of unexcused absenses
    4) age
    5) speaking of a non-English language in the home

- For Anglos, several indicators were significant:

| Males | Females |
|---|---|
| 1) high school G.P.A. | 1) low self-esteem |
| 2) number of unexcused absenses | |
| 3) socioeconomic status | |

- For Hispanics, the indicators were more numerous:

1) high school G.P.A. for both males and females
2) number of unexcused absenses for females
3) age for both males and females
4) family size for females
5) early work experience for males
6) urban/rural location of high school for males
7) marriage for females
8) having children while in school for males
9) language other than English in the home for males

- Because of the small sample size in the Texas sample for Blacks, male and females had to be combined, yet the results are nevertheless instructive:

1) high school G.P.A.
2) having children while in high school
3) being older than grade level

## III. PRIMARY DATA

### Approach:

Primary information was collected from the files of five independent school districts in Texas. The districts were selected based upon size of school district, wealth of school district, ethnicity, and region of the state. Dropout files were tracked back to earlier grades to identify antecedent indicators for dropping out. The data was then analyzed to identify significant indicators relating to the pre-defined factors.

**Results:**

- Common factors across the sample of school districts were:

    1) the older a student is relative to the mean age of students in particular grade, the more likely the student is to drop out;
    2) the number of absenses in a year were positively related to dropping out; and
    3) low grades were also related to dropping out.

- Tracking student files back to earlier grades was an inconsistent process because of incomplete files. However, files on dropouts that were available indicated that identification and prevention should begin as early as second or third grade. Given the current condition of student records, significant indicators could not be generated.

- In order to discern regional differences in dropout behavior for Texas, it will be necessary to establish controls for:

    1) racial/ethnic composition of districts;
    2) resources allocated for working with potential dropouts; and
    3) average socioeconomic levels across school districts.

- Interpretation of primary data was limited further by the fact that dropouts were generally not identified as dropouts before the age of 17.

## IV. IMPLICATIONS

- Developing a dropout prediction model at the school district level involves a number of steps necessary to establish systematic standard procedures. This is a difficult task in Texas for the following reasons:

    1) individual student files which are created by primary and middle schools rarely are passed on in their entirety to secondary schools;
    2) only a handful of school districts currently maintain automated data processing storage and retrieval systems; and
    3) files for student dropouts are routinely dumped after a few years due to lack of filing space.

- Other issues relating to systematic tracking of school dropouts center around the reluctance of school districts to permit access by outside researchers and the question of confidentiality of student records.

- Texas needs a standard definition for dropout and reliable accounting procedures that take into consideration the issue of confidentiality.

- Texas dropout characteristics vary by region, ethnicity, and gender. Local schools should collect appropriate information and analyze the characteristics of their dropout population to focus resources on intervention programs which are flexible and suited to the local areas needs.

- Texas needs a systematic identification, tracking, and referral process for local school districts with a major emphasis on early identification and prevention.

- The solution to the dropout problem must be multi-faceted. The dropout problem is not just one problem. It is a collection of different problems which sometimes singularly and other times in combination cause the student to drop out.

- A community-wide perspective must be adopted in examining solutions to the dropout question. Groups and organizations concerned with individual issues should be linked in a common effort to address multiple needs of the student dropout.

# TASK 3

# ECONOMIC IMPACT OF THE DROPOUT PROBLEM

## TASK 3 - What is the economic impact of the dropout problem for the State?

The general purpose of this task was to generate realistic cost-comparison categories that would facilitate legislative considerations concerning strategies to ameliorate the dropout problem in Texas.

The allocation of resources by society to dropout prevention programs is an investment in individual students with an implicit assumption that there will be a positive return to society as a whole. The use of a benefit-cost analysis, as employed in this study, represents an effort to test that assumption. Specifically, will society in general realize a fiscal benefit by providing education to those within society who are currently leavers of the formal education system?

Several steps were taken to establish a cost estimation model:

1) an interagency panel was used to define possible approaches and cost comparison categories;
2) I.D.R.A. reviewed the literaure and developed a benefit-cost rationale and estimation model; and
3) I.D.R.A. analyzed each cost-comparison category.

### I. INTERAGENCY PANEL

#### Approach:

An interagency panel comprised of staff from various State agencies was convened by TDCA to support I.D.R.A.'s research for this task. Staff were selected based upon their familiarity with agency data. The following agencies attended the initial meeting: Texas Employment Commission, Department of Human Services, Department of Public Safety, Texas Department of Corrections, Texas Youth Commission, Juvenile Probation Commission, Texas Education Agency, and Texas Department of Community Affairs.

I.D.R.A. followed up the initial meeting contacting each agency to explore the feasibility of using various data for generating cost comparisons regarding the impact of dropouts on the State's economy and potential benefits in providing educational services to the dropout population.

Results:

Five areas were eventually considered in calculating cost estimates for the dropout population:

1) Lost Wages and Tax Revenues
2) Impact on Social Welfare Services
3) Unemployment Costs
4) Crime and Prison Costs
5) Cost of Educating Dropouts

## II. NEGATIVE IMPACT ANALYSIS

Approach:

Psychological literature contains a great many studies demonstrating the positive benefits to the individual of having options in life. The literature related to dropouts indicates that one of the negative impacts of dropping out is the limitations this act may place on the individual. The student who drops out is said to:

a) increase his or her probability of unemployment;
b) decrease the range of jobs for which he or she is qualified;
c) increase his or her probability of earning lower wages if employed (which initiates a number of concurrent negative effects associated with lower socioeconomic levels); and
d) increase the chances of ending up in what many term "dead end jobs".

Each of these results has the effect of decreasing the potential options available to the individual and possibly to the family.

Negative impact on the individual is difficult to quantify with any degree of accuracy. However, it may act as a precursor to other negative impacts that are more easily measured. The relationship between crime and dropping out is often based on the notion that many individuals with limited options might turn to crime if they are unable to succeed in legal settings. Drug and alcohol abuse have been linked to the sensation of hopelessness in the abuser. Violence is also cited as a possible result of a prolonged sense of hopelessness.

The assumption is that education is but one means of increasing the individual's options. Therefore, we must estimate the subset of cases of avoidable problems as a function of increasing educational levels. Even assuming for the moment that this is only a subset of the total number of cases, there is another question: How do we ascribe a value to what was lost or suffered in these cases?

In part, a cost can be ascribed. We can, for example, estimate the costs paid by the judicial, correctional, and social welfare systems to serve the subset of individuals who, for want of an adequate education, found themselves with too few options in life. We can estimate the increase in potential positive contributions of these individuals to society had they had an adequate education.

## III. ANALYSIS OF COST-COMPARISON CATEGORIES
### Results: Lost Wages and Tax Revenues

- Numerous census reports have documented the lower annual wages earned by dropouts as compared to individuals that complete four years of high school (U.S. Bureau of the Census - 1983, 1984).

- Over the course of an average lifetime of earnings, differentials in earning power result in substantial losses in wges and tax revenues. In previous studies of the costs associated with inadequate education, estimates of lost wages and tax revenues have played a pivotal role (Levin, 1972; Catterall, 1985).

- The Lifetime Earnings Estimates of Men and Women in the United States - 1979 (U.S. Bureau of the Census, 1979) were used as a primary data source in this area. The report indicates:

    1) a man with less than 12 years of education can expect, from ages 18 - 65, lifetime earnings of $601,000, while a male high school graduate can anticipate earnings of $861,000. This represents a $260,000 difference.

    2) Likewise, a woman with less than 12 years of education is estimated to earn $211,000 as compared to $381,000 for a woman with a high school diploma. The difference for women is $170,000.

- Since this study focused on Texas, a number of adjustments in the national figures were necessary. After adjusting for regional differences in income and a number of other factors, lifetime earnings losses of $241,630 for men and $146,072 for women were generated.

- The estimated losses in tax revenues were generated by the same methods employed in previous studies (Levin, Catterall). The lost tax revenue that would accompany the lost income was based on 30% of the income. This was applied to the Texas group of students identified in the attrition estimates.

TABLE IX

COST ESTIMATION MODEL

| | | | | |
|---|---|---|---|---|
| **Step 1:** | 1000 people in the general population | & | 100 people in the service population | |
| **Step 2:** estimate % dropouts | 20% dropouts | 80% non-dropouts | 75% dropouts | 25% non-dropouts |
| **Step 3:** apply % | 200 dropouts | 800 non-dropouts | 75 dropouts | 25 non-dropouts |
| **Step 4:** users to population | 75 dropouts used | 25 non-dropouts used | | |
| **Step 5:** convert to rate | 37.5/100 | 3.1/100 | | |
| **Step 6:** assume non-dropout rate of 3.1/100 | 6.2 users | 25 users | Compare 6.2 to the figure in Step 3 (i.e. users) to the original figure of 75 | |

Result = 69 less users or 69% savings in expenditures.

Adjustment of inaccuracy of relationship

| | | | |
|---|---|---|---|
| **Step 7:** recalculate with new rate for only half the dropouts | 200 dropouts | | 800 dropouts |
| | 100 new rate (3.1/100) | 100 old rate 37.5 users | original rate (3.1/100) |

New projected total users = 65.6 vs. 100 or approximately 34% less.

Final result of the model is an estimate of 34% savings in expenditures.

TABLE X

PROJECTED TOTAL EARNINGS AND TAX LOSSES TO TEXAS DUE TO PROJECTED ATTRITION RATES AMONG 1982-83 NINTH GRADERS

| Sex | Estimated Number of Dropouts | Individual Lost Earnings (Adj.) | Total Lost Earnings |
|---|---|---|---|
| Male | 45,344 | $241,630 | $10.955 billion |
| Female | 40,656 | $146,072 | $5.938 billion |

Total gross earnings lost: $16,893 billion

Approximate loss of tax revenues assuming all taxes represent 30% of income: $5.068 billion

Estimated net lost earnings (less taxes): $11.825 billion

TOTAL LOST EARNINGS AND TAXES: $16.893 billion

- The result in a loss of earnings and resultant taxes for this group was estimated at approximately $16.89 billion. This represents an average loss in earnings of approximately $137,504 per dropout and an average loss in taxes of $58,930 per dropout.

Results: Impact on Social Welfare Services

- The study concentrated on four major human service program areas: a) welfare costs, b) unemployment costs, c) job training programs, and d) Adult Basic Education costs.

- National data indicate that the unemployment rate for dropouts in 1984 was 27.7%, or more than twice the rate for high school graduates not enrolled in college.

- In Texas, the cost savings in the area of unemployment compensation costs related to inadequate education is estimated to be $15.7 million per year.

- The study's cost estimation model indicates the 2.78% of the expenditures related to job placement services, or $1,896,286, might have been avoided had the dropout problem not existed.

- In total, the previous areas sum to an estimated loss of $17,630,000 annually.

Results: Crime and Prison Costs

- The following three areas were considered in this study:

    1) costs associated with incarceration;
    2) judicial costs and costs associated with police protection; and
    3) a rough estimate of the cost of crime to victims in the single area of stolen property.

- Between 1975 and 1985 the inmate population reported by the Texas Department of Corrections virtually doubled (18,151 vs. 37,320).

- The operating costs of TDC in 1985 (approximately $287 million) were over eight times greater than the operating costs reported in 1975 (approximately $33 million).

- Given the same increase in the population and related costs, the annual operating figure in 1990 will reach about $614 million and just over $1 billion in 1995.

- It is impossible to establish any unequivocal measure of cause and effect between education and incarceration. However, if the general dropout population in Texas were to have the same incidence of incarceration as the non-dropout population we would expect to see fewer people in prison. Summing all the costs in relation to incarceration and education, we arrive at a total of $131 million that might have been saved.

- Using a proportion of 12.5% of the costs of crime to the problem of inadequate education (Levin used 33%), $5,881,870 in relation to judicial costs and $116.1 million in the area of police protection might have been saved in Texas.

- Using a per capita figure for losses due to stolen property, nearly a billion dollars in losses in stolen property was estimated.

- In summary, the total costs related to crime/incarceration and inadequate education was estimated at approximately $367.77 million.

Results: Cost of Educating Dropouts

- Costs in three areas were considered:

    1) the cost of completing a high school education;
    2) the cost of college for that percentage that will go beyond high school; and
    3) the cost of providing effective dropout prevention programs.

- Based on the September 1986 findings of the Accountable Costs Advisory Committee of the Texas State Board of Education, the yearly cost of educating a student in 1987-88 will be $2,715. Costs for 1988-89 will increase slightly over 8.7% to $2,952 per student per year.

- Using the figure of 86,000 from the graduating class of 1985-86, the study arrived at an education costs of $913.5 million for this dropout cohort.

- An assumption was made that additional years of schooling in college would cost roughly double the annual amount for public education per year (Levin). The study further assumed that:

TABLE XI

SUMMARY OF COSTS AND BENEFITS

BENEFIT CATEGORIES

| | | | |
|---|---|---|---|
| I. | Possible savings related to: | | |
| | Welfare Costs | | |
| | AFDC Costs | 94.80 million | |
| | Food Stamps | 158.90 million | |
| | Category Total | | $253.7 million |
| | Training and Adult Education Costs | | |
| | Adult Education | 4.00 million | |
| | JTPA | 8.86 million | |
| | Category Total | | $ 12.9 million |
| | Crime and Incarceration Costs | | |
| | Incarceration & Post Supervision | 126.19 million | |
| | Judicial Costs | 5.88 million | |
| | Police Protection | 116.10 million | |
| | Property Loss | 119.60 million | |
| | Category Total | | $367.77 million |
| | Unemployment Insurance & Placement Services | | |
| | Unemployment Ins. | 15.73 million | |
| | Placement Services | 1.90 million | |
| | Category Total | | $ 17.63 million |
| | TOTAL POSSIBLE SAVINGS IN RELATION TO SOCIAL EXPENDITURES IN THESE AREAS | | $632.00 million |
| II. | Possible increase in wages and taxes: | | |
| | Gross Earnings: | | |
| | Male Dropouts | 10.955 billion | |
| | Female Dropouts | 5.938 billion | |
| | Total | 16.893 billion | |
| | Minus Tax Revenues | 5.068 billion | |
| | Net Earnings Loss | 11.825 billion | |
| | TOTAL LOST EARNINGS AND TAX REVENUES | | $ 16.893 billion |
| | TOTAL BENEFIT CATEGORIES I & II | | $ 17.545 billion |

COST CATEGORIES

| | | |
|---|---|---|
| Education & Prevention Costs | | |
| Cost of completing high school | 913.50 million | |
| Cost of providing dropout prevention programs | 331.90 million | |
| Cost of College for that group that continues beyond high school | 656.30 million | |
| TOTAL EDUCATION & PREVENTION COSTS | | $ 1.90 billion |

a) 15% of the dropouts would go on for one to three years of college;
b) 12% would complete four years of college; and
c) 3% would attend college for five or more years.

- Using the estimate of 86,000 dropouts that might be averted, the resultant cost estimates for a proportion of the group (30%) continuing on to college were fixed at $656.3 million.

- Using figures of the annual costs per student in Texas schools, the costs of an additional 25% was calculated over a 3.5 year period to be $2,655 per student.

- This cost was multiplied by the 125,000 students in the overall prevention target group resulting in a cost of $331.9 million. This represents an average cost of $3,859 per dropout (based on the 86,000 dropout cohort to be averted).

- The total cost in the area of education is approximately $1.9 billion.

Chart Summary (page 58)

The benefits are expressed in terms of a) the savings in expenditures in relation to welfare, crime, incarceration, unemployment insurance payments, employment services, adult education and job training services that might result from the eradication of the dropout problem; and b) the potential gains in earnings and taxes resulting from dropouts having a higher earning potential if they become high school graduates. The costs relate to the expenditures that would be required to: a) complete the high school education of averted dropouts, b) pay for public costs related to the years in college that some might attend after graduation from high school, and c) implement dropout prevention efforts.

Benefit-Cost Conclusions

The benefit categories total approximately $17.5 billion. The cost categories total approximately $1.90 billion. In essence, for every dollar expended on prevention and the education of the would-be dropout, nine dollars will be returned. Note also that the estimated losses in social expenditures related to welfare, crime, incarcerations and unemployment alone amounted to $652 million. This is not far from the amount we estimate it will cost to complete the high school education ($913.5 million) of all of the 86,000 dropouts we estimated in this study. The question then is: Where do Texans wish to spend limited resources? On the basis of the staggering amount being lost in earnings and tax revenues (i.e., $16.89 billion), the choice is obvious. Indeed,

it is interesting to consider how obvious. Indeed, it is interesting to consider how long it will take before dropout education and prevention is funded totally by the increased revenues gained by diminishing the dropout problem.

Consider that the 86,000 students lost in the graduating class of 1985-86 will result in a potential tax loss of $5.07 billion over the next 45 years. Also, the students that will be lost in the class of 1986-87 will likewise result in a loss in tax revenues of approximately $5.07 billion over the course of their 45 years in the labor force. And the patterns continues. Given the extraordinary amount being lost in taxes of each graduating class ($5.07 billion), it would not be long before the $332 million we estimated might be required for the prevention efforts could be funded totally from the increased tax revenues paid by the averted dropouts.

# TASK 4

# EVALUATION OF IN-SCHOOL AND OUT OF SCHOOL PROGRAMS

Task 4 - To identify and evaluate in-school and out-of-school programs designed to address the dropout problem in the State of Texas.

In order to identify existing programs, screening surveys were developed and sent to all Texas school districts, community colleges, universities, Service Delivery Areas (SDAs) and Community Based Organizations (CBOs), including Private Industry Councils (PICs), and Community Guidance Centers (CGCs). Follow-up surveys were then mailed to those who reported having a program. A total of 266 follow-up surveys were mailed out. Follow-up telephone calls were then made in order to increase survey response.

A total of 114 surveys were returned (43%). Of these, 56% reported having programs, resulting in a total of 99 programs surveyed.

The purpose of the study was two-fold: 1) to develop descriptions and characteristics of programs in Texas, and 2) to evaluate the components of effective programs.

## I. DESCRIPTIONS AND CHARACTERISTICS OF PROGRAMS

### Approach

Program descriptions and characteristics, as reported by survey respondents, were reviewed and condensed in order to generate profiles of programs at the individual and aggregate level. Program descriptions were developed in terms of three major categories: administration, instruction, and outcomes. The administration category included program goals, focus, eligibility criteria, and referral source. The instructional category describes program services and materials. The outcome category incorporates existing criteria and evaluation.

Program characteristics were summarized in two categories: organization and support. The organization category deals with students served by the program and characteristics of the actual program, while the support category focuses on the programs' funding sources.

### Results

- Findings with respect to program descriptions suggest that a majority of the reported programs have academic goals (91%), a focus on instruction (55%), counseling (46%), and program completion as a desired outcome (41%).

- Findings suggest that a majority of young people served in dropout programs are age 15 - 19 (98%).

- Forty-three percent of the programs served students in high school, while 51% serve out-of-school youth.

- The most common number of students served is more than 100 students with a student ratio of 11 - 15+.

- Most programs continue as long as is necessary to meet student needs (43%).

- Thirty-five percent of the programs have been in operation for less than one year.

- Program funding seems to come primarily from federal sources (68%).

- A comprehensive detailing of the designated description and characteristics categories for individual programs is included in the full report.

## II. COMPONENTS OF EFFECTIVE PROGRAMS

### Approach

As originally designed, this study sought to identify and evaluate existing dropout programs in the State of Texas through a meta-analysis of existing evaluation data at the local level. The available evaluation data were not sufficient to permit any justifiable meta-analysis.

Many program personnel indicated on their survey returns that evaluation was being conducted and that evaluation data were being collected. However, when follow-up phone calls were made to request copies of evaluation reports, responses were generally evasive or inconclusive. Only 10% of responding programs sent any evaluation data, while the majority have yet to respond or have not actually collected any evaluation data (38% and 40%, respectively). The lack of evaluative data may be partly due to the fact that 35% of the programs are new programs.

Reviews of the literature (Ladogana, 1986; Alegria, 1986) and the results of this study indicate that "what works" is generally not known. While some exemplary or model programs are in operation across the country, there is little systematic information which would permit program replication (U.S. General Accounting Office, 1986).

## Results

- Despite the lack of a coherent body of information on how to prevent youth from dropping out of school or how to encourage their return, the literature does identify program strategies which have been consistently identified as effective. Effective strategies include:

  a) teaching basic skills
  b) survival skills training
  c) work-study programs
  d) individualized instruction
  e) strengthened guidance and counseling
  f) highly committed, caring teachers with high expectations for their students
  g) community/parent/business liaisons

- Dropout programs are seldom one-dimensional programs. Instead, many multi-faceted program components which incorporate successful strategies have been found to meet the needs and requirements of students experiencing difficulties in the typical school environment.

- To summarize, several components have been identified which might be included in a prototype of a successful dropout program. These components are:

  a) high expectations for students
  b) caring and committed teachers who can counsel students
  c) individualization or small group instruction
  d) basic skills instruction and survival skills training
  e) work/study
  f) community/business/parent involvement

- An evaluation plan should be an integral part of any dropout program. The evaluation plan should address three primary questions:

  1) to what extent is the program being implemented as proposed?
  2) is the program working, and, if not, what modifications should be made?
  3) what is the impact of program activities on participants?

- Program evaluations should involve careful documentation of the program and periodic formative feedback for refining the program.

- Evaluations should also include the collection of impact data, e.g., self-concept measures, achievement data, information on the frequency and nature of disciplinary action referrals, attendance data, employment and follow-up data, and parents' and instructors' perceptions of program effects.

- For school based programs, types of data would include:

  1) Student demographic data: age, sex, ethnicity, grade level, date of birth, free lunch eligibility (or other measure of socioeconomic status)

  2) Attendance data: number of days absent per six weeks or nine week period for the entire school year

  3) Achievement: course grades including mathematics, reading and English for each six or nine week grading period; pre and post standarized achievement percentiles; minimum competency test scores in terms of number/percent of skills mastered.

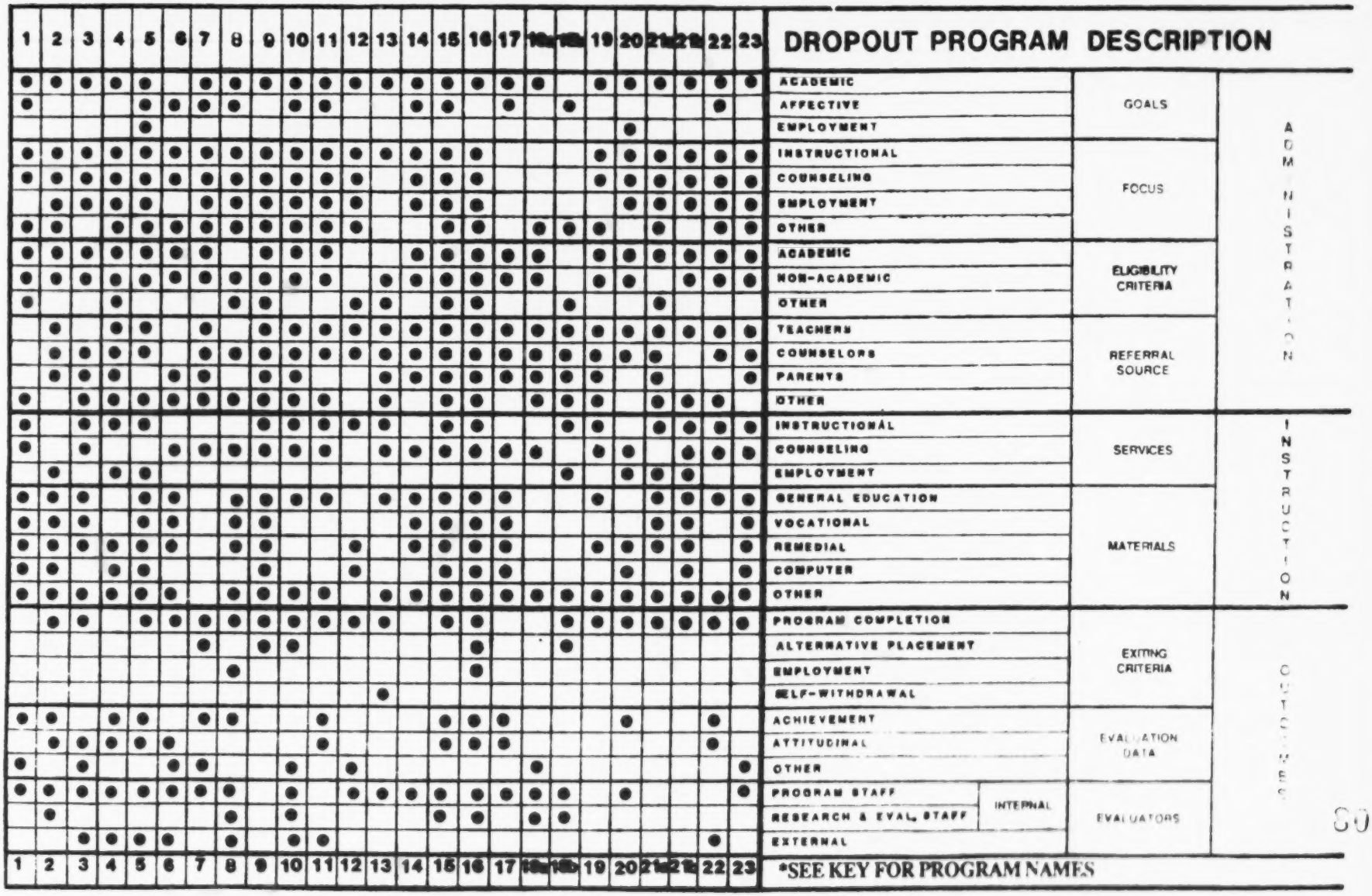
  4) Self Concept Measure: Pre-post self concept or attidudinal measure to gauge program effects.

  5) Additional information which may be pertinent to the purposes and characteristics of a given program.

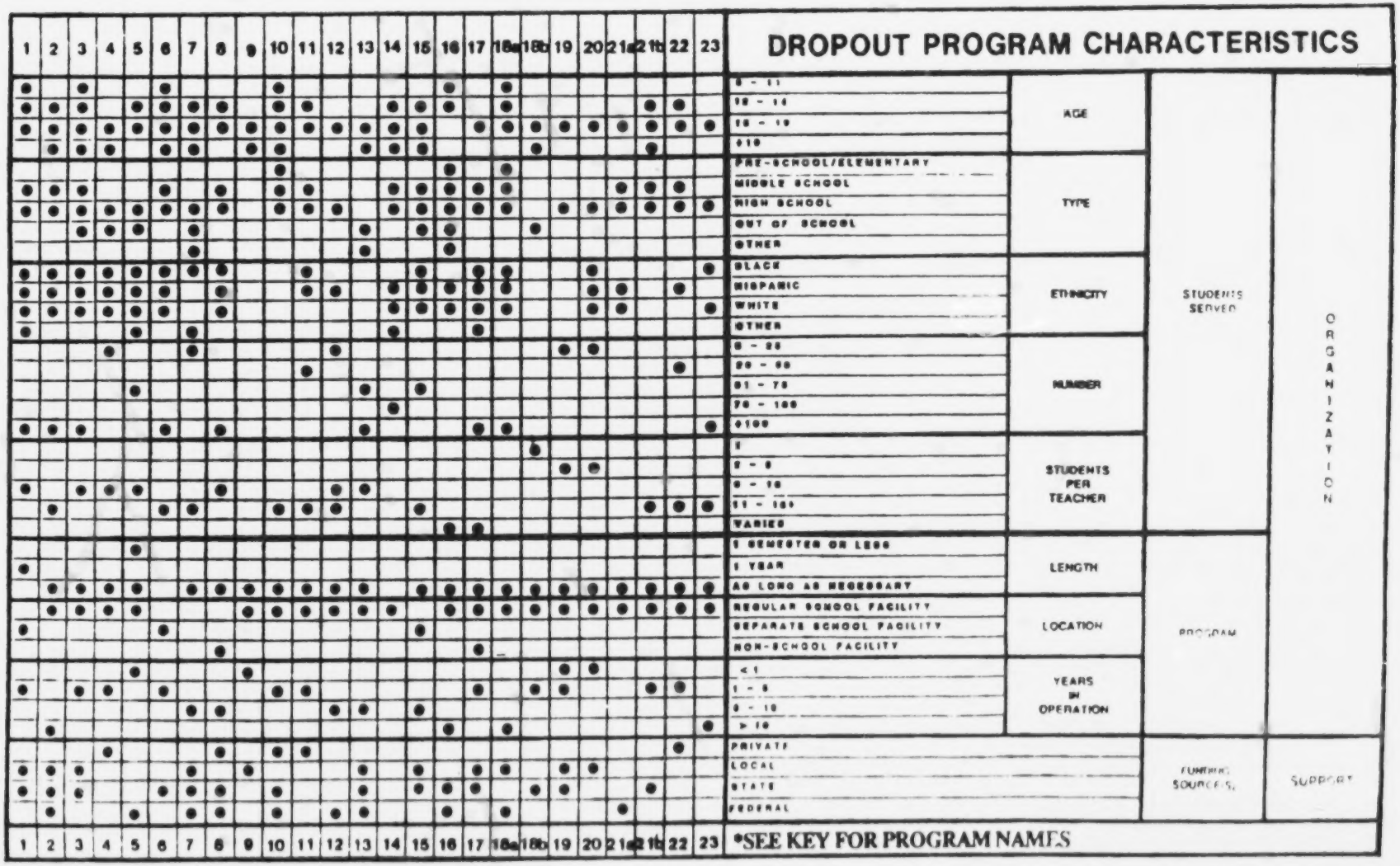
- In developing guidelines and standards for evaluation, it is important to ensure that evaluation designs serve to identify programs that work for particular types of participants in particular types of programs, i.e., evaluation designs must be able to generate information about what works, for what target groups, under what conditions.

F0000117

## SUMMARY OF SCHOOL DISTRICT PROGRAM DESCRIPTIONS*



## SUMMARY OF SCHOOL DISTRICT PROGRAM CHARACTERISTICS*



| SCHOOL DISTRICTS | PROGRAM NAME | COUNTY |
|---|---|---|
| 1. Alief ISD | Individualized Study Center | Harris |
| 2. Birdville ISD | Coordinated Voc.-Academic Ed (CVAE) | Tarrant |
| 3. Brazosport ISD | Brazosport Alternative School | Brazoria |
| 4. Bremond ISD | None Given | Robertson |
| 5. Brenham ISD | Project CAT (Comp. Asst. Instruc.) | Washington |
| 6. Brownwood ISD | Guidance Center | Brown |
| 7. Canutillo ISD | Dropout Counseling | El Paso |
| 8. Clear Creek ISD | Houston Marine Institute | Galveston |
| 9. Corpus Christi ISD | Operation Intervention | Nueces |
| 10. Dallas ISD | Communities in Schools | Dallas |
| 11. Edgewood ISD | Valued Youth Partnership Program | Bexar |
| 12. Georgetown ISD | REACH | Williamson |
| 13. Leander ISD | Community Education | Williamson |
| 14. Mullin ISD | None Given | Mills |
| 15. Port Arthur ISD | Project S.A.V.E. | Jefferson |
| 16. Rio Hondo ISD | Rio Hondo Stay-In School Program | Cameron |
| 17. River Road ISD | None Given | Potter |
| 18. San Antonio ISD | a. Visiting Teacher<br>b. Goalmaker | Bexar |
| 19. Schertz-Cibolo-Universal City ISD | Dropout Prevention Counseling | Guadalupe |
| 20. Snook ISD | Dropout Prevention | Burleson |
| 21. Socorro ISD | a. New Outlook<br>b. MAP (Midway Academic Prog.) | El Paso |
| 22. South San Antonio ISD | Valued Youth Partnership Program | Bexar |
| 23. White Oak ISD | None Given | Gregg |

## SUMMARY OF AGENCY PROGRAM DESCRIPTIONS*

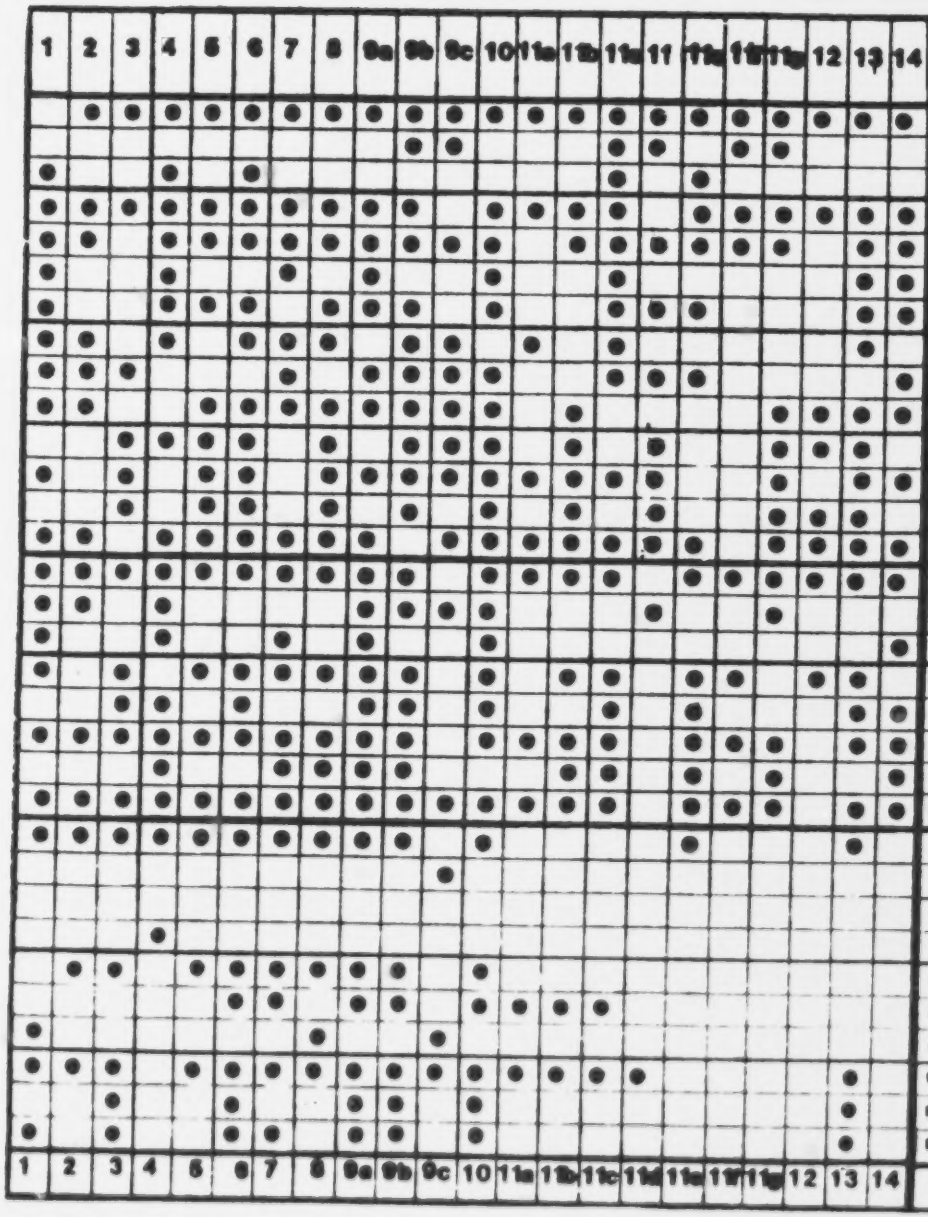
| 1 | 2 | 3a | 3b | 3c | 4 | 5 | 6 | 7 | 8 | 9 | DROPOUT PROGRAM DESCRIPTION | | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| ● | ● | ● | ● | ● | ● | ● | ● | ● | ● | ● | ACADEMIC | GOALS | ADMINISTRATION |
| | | | ● | ● | | | ● | | | ● | AFFECTIVE | | |
| | | ● | ● | ● | | | | | | | EMPLOYMENT | | |
| ● | ● | ● | ● | ● | ● | ● | ● | ● | ● | ● | INSTRUCTIONAL | FOCUS | |
| ● | ● | | | ● | | | ● | | | ● | COUNSELING | | |
| ● | ● | ● | ● | ● | | | | | | ● | EMPLOYMENT | | |
| ● | ● | | ● | | | | | | | ● | OTHER | | |
| ● | ● | ● | ● | | ● | ● | ● | | | ● | ACADEMIC | ELIGIBILITY CRITERIA | |
| ● | ● | ● | ● | ● | | ● | ● | | ● | | NON-ACADEMIC | | |
| | | ● | ● | | ● | ● | | ● | | ● | OTHER | | |
| ● | ● | | | | | ● | | | ● | ● | TEACHERS | REFERRAL SOURCE | |
| ● | ● | | | | | ● | | ● | ● | ● | COUNSELORS | | |
| ● | ● | | | | ● | ● | | ● | | ● | PARENTS | | |
| ● | ● | ● | ● | ● | ● | ● | ● | ● | ● | ● | OTHER | | |
| ● | ● | ● | ● | ● | ● | ● | ● | ● | ● | ● | INSTRUCTIONAL | SERVICES | INSTRUCTION |
| | ● | ● | ● | ● | | | ● | | | | COUNSELING | | |
| | | ● | ● | ● | | | | | | | EMPLOYMENT | | |
| ● | ● | ● | ● | ● | | ● | ● | ● | ● | ● | GENERAL EDUCATION | MATERIALS | |
| | ● | ● | ● | | | ● | | | ● | ● | VOCATIONAL | | |
| ● | ● | ● | ● | | ● | ● | ● | ● | ● | ● | REMEDIAL | | |
| | ● | ● | ● | | | ● | ● | ● | | ● | COMPUTER | | |
| ● | ● | | | ● | ● | ● | ● | ● | ● | ● | OTHER | | |
| ● | ● | ● | ● | ● | ● | ● | ● | | | ● | PROGRAM COMPLETION | EXITING CRITERIA | OUTCOMES |
| | ● | ● | | | | | | | | | ALTERNATIVE PLACEMENT | | |
| | | ● | ● | | | | | | | | EMPLOYMENT | | |
| | | | | | | | | | | | SELF-WITHDRAWAL | | |
| ● | ● | ● | ● | ● | | | ● | | | ● | ACHIEVEMENT | EVALUATION DATA | |
| ● | | ● | ● | ● | | | | | | | ATTITUDINAL | | |
| | | | | | | | ● | ● | ● | | OTHER | | |
| ● | ● | ● | ● | ● | | ● | ● | ● | ● | ● | PROGRAM STAFF | EVALUATORS (INTERNAL) | |
| | | | | | | ● | ● | | | | RESEARCH & EVAL. STAFF | | |
| | | ● | ● | ● | | ● | | | | ● | EXTERNAL | | |
| 1 | 2 | 3a | 3b | 3c | 4 | 5 | 6 | 7 | 8 | 9 | *SEE KEY FOR PROGRAM NAMES | | |

## SUMMARY OF AGENCY PROGRAM CHARACTERISTICS*

| 1 | 2 | 3a | 3b | 3c | 4 | 5 | 6 | 7 | 8 | 9 | DROPOUT PROGRAM CHARACTERISTICS | | | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| | | | | | | | ● | | | | 8 - 11 | AGE | STUDENTS SERVED | ORGANIZATION |
| | ● | | | | | | ● | | | | 12 - 14 | | | |
| ● | ● | ● | ● | ● | ● | ● | ● | ● | ● | ● | 15 - 19 | | | |
| ● | | ● | | | ● | ● | | ● | ● | ● | +19 | | | |
| | | | | | | | | | | | PRE-SCHOOL/ELEMENTARY | TYPE | | |
| | | | | | | ● | ● | | | | MIDDLE SCHOOL | | | |
| ● | ● | ● | ● | ● | | ● | ● | | | | HIGH SCHOOL | | | |
| ● | ● | ● | ● | ● | ● | ● | ● | ● | ● | ● | OUT OF SCHOOL | | | |
| ● | | | | | | ● | | ● | ● | | OTHER | | | |
| | | | | | | ● | ● | | ● | ● | BLACK | ETHNICITY | | |
| | | | | | | ● | ● | | ● | ● | HISPANIC | | | |
| | | | | | | ● | ● | | ● | ● | WHITE | | | |
| | | | | | | ● | ● | | | ● | OTHER | | | |
| | | ● | ● | ● | | | | | | | 0 - 25 | NUMBER | | |
| | | | | | | | | | ● | | 26 - 50 | | | |
| | | | | | | | | | | | 51 - 75 | | | |
| | | | | | | | | | | | 76 - 100 | | | |
| | | | | | | ● | ● | | | ● | +100 | | | |
| ● | | | | | ● | | | | | | 1 | STUDENTS PER TEACHER | | |
| | ● | | | | | | | ● | | | 2 - 5 | | | |
| | | | | | | | ● | | ● | ● | 6 - 10 | | | |
| | | | | | | | | | | | 11 - 15+ | | | |
| | | | | | | ● | | | | | VARIES | | | |
| | | ● | ● | ● | | | ● | | ● | | 1 SEMESTER OR LESS | LENGTH | PROGRAM | |
| | | | | | | | | | | | 1 YEAR | | | |
| ● | ● | | | | ● | ● | | ● | | ● | AS LONG AS NECESSARY | | | |
| | ● | | ● | | ● | ● | | | | ● | REGULAR SCHOOL FACILITY | LOCATION | | |
| | | | | | ● | ● | ● | | | ● | SEPARATE SCHOOL FACILITY | | | |
| ● | | ● | | | ● | ● | | ● | ● | ● | NON-SCHOOL FACILITY | | | |
| ● | | ● | ● | ● | | | | | | | < 1 | YEARS IN OPERATION | | |
| | ● | | | | ● | | ● | ● | ● | | 1 - 5 | | | |
| | | | | | | | | | | | 6 - 10 | | | |
| | | | | | | ● | | | | ● | > 10 | | | |
| ● | | | | | | ● | | | | | PRIVATE | FUNDING SOURCE(S) | SUPPORT | |
| | | | | | ● | | ● | ● | | | LOCAL | | | |
| | ● | ● | ● | ● | | ● | ● | | | ● | STATE | | | |
| | | | | | | ● | ● | ● | ● | ● | FEDERAL | | | |
| 1 | 2 | 3a | 3b | 3c | 4 | 5 | 6 | 7 | 8 | 9 | *SEE KEY FOR PROGRAM NAMES | | | |

| AGENCY | PROGRAM NAME | COUNTY |
|---|---|---|
| 1. Adult Continuing Education | None Given | Burnet |
| 2. Crockett State School | Survival Skills | Houston |
| 3. Deep East Texas Council of Governments | a. Lufkin Adult learning Center (ALC): Project Reserve | Angelina |
| | b. Nacogdoches ALC: Project Redirection | Nacogdoches |
| | c. Jasper ALC: Project TEEM (Train, Encourage, Educate Motivate) | Jasper |
| 4. Literacy Council of Williamson Co. | None Given | Williamson |
| 5. Lubbock Adult Education | Lubbock Evening H.S., GED Prep., Adult Basic Ed. | Lubbock/ Garza |
| 6. Region XIX Ed. Service Center | West Texas School Community Guidance Center | El Paso |
| 7. San Marcos Public Library | People-to-People Adult Ed. Program | Hays |
| 8. Opportunities Industrialization Center | Pre-Employment, GED | Jefferson |
| 9. Ten County Adult Ed. Co-op | None Given | Williamson |

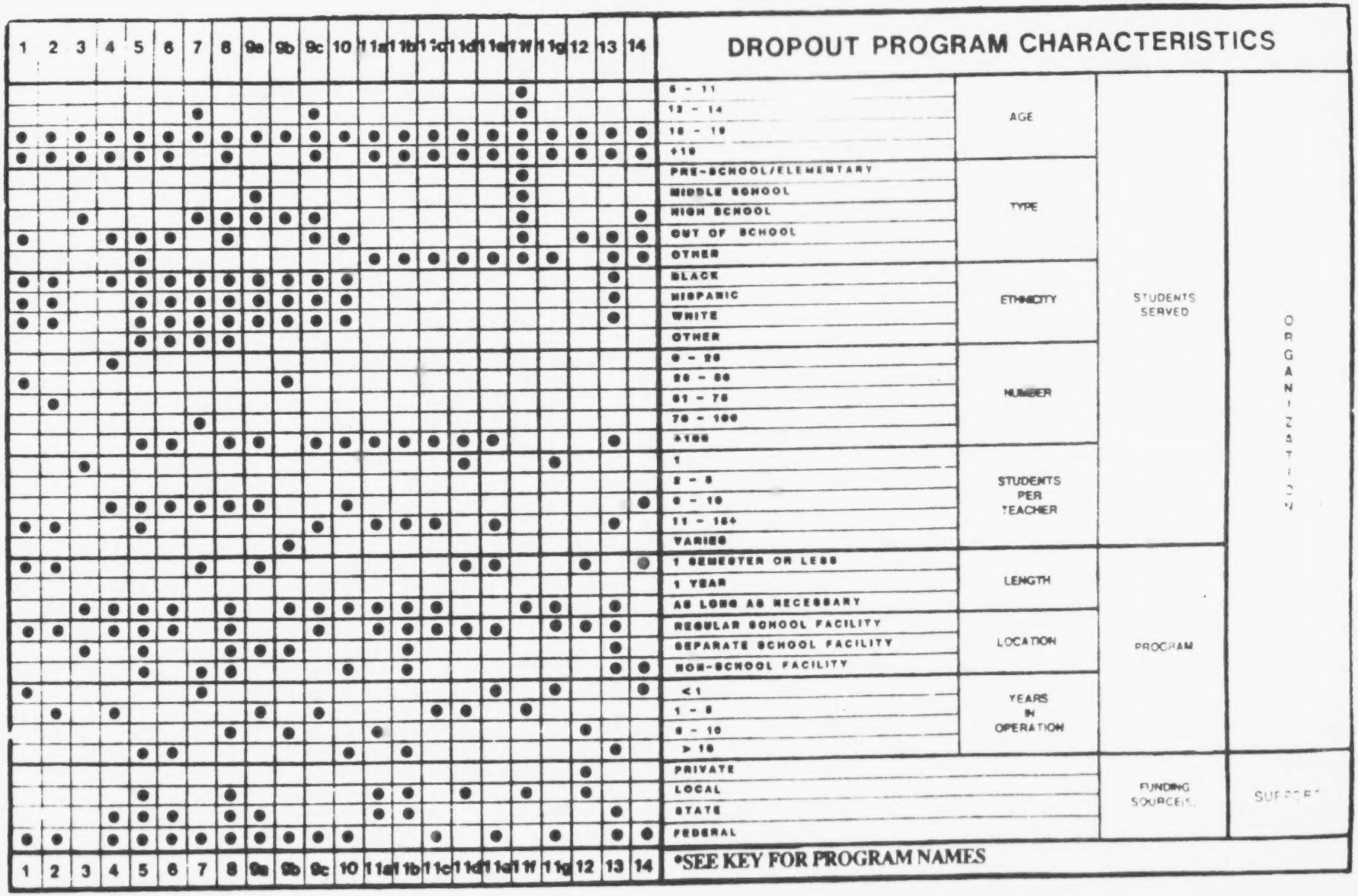
## SUMMARY OF COLLEGE PROGRAM DESCRIPTIONS*




| DROPOUT PROGRAM DESCRIPTION | | |
|---|---|---|
| ACADEMIC | GOALS | ADMINISTRATION |
| AFFECTIVE | | |
| EMPLOYMENT | | |
| INSTRUCTIONAL | FOCUS | |
| COUNSELING | | |
| EMPLOYMENT | | |
| OTHER | | |
| ACADEMIC | ELIGIBILITY CRITERIA | |
| NON-ACADEMIC | | |
| OTHER | | |
| TEACHERS | REFERRAL SOURCE | |
| COUNSELORS | | |
| PARENTS | | |
| OTHER | | |
| INSTRUCTIONAL | SERVICES | INSTRUCTION |
| COUNSELING | | |
| EMPLOYMENT | | |
| GENERAL EDUCATION | MATERIALS | |
| VOCATIONAL | | |
| REMEDIAL | | |
| COMPUTER | | |
| OTHER | | |
| PROGRAM COMPLETION | EXITING CRITERIA | OUTCOME |
| ALTERNATIVE PLACEMENT | | |
| EMPLOYMENT | | |
| SELF-WITHDRAWAL | | |
| ACHIEVEMENT | EVALUATION DATA | |
| ATTITUDINAL | | |
| OTHER | | |
| PROGRAM STAFF | EVALUATORS | |
| RESEARCH & EVAL. STAFF — INTERNAL | | |
| EXTERNAL | | |

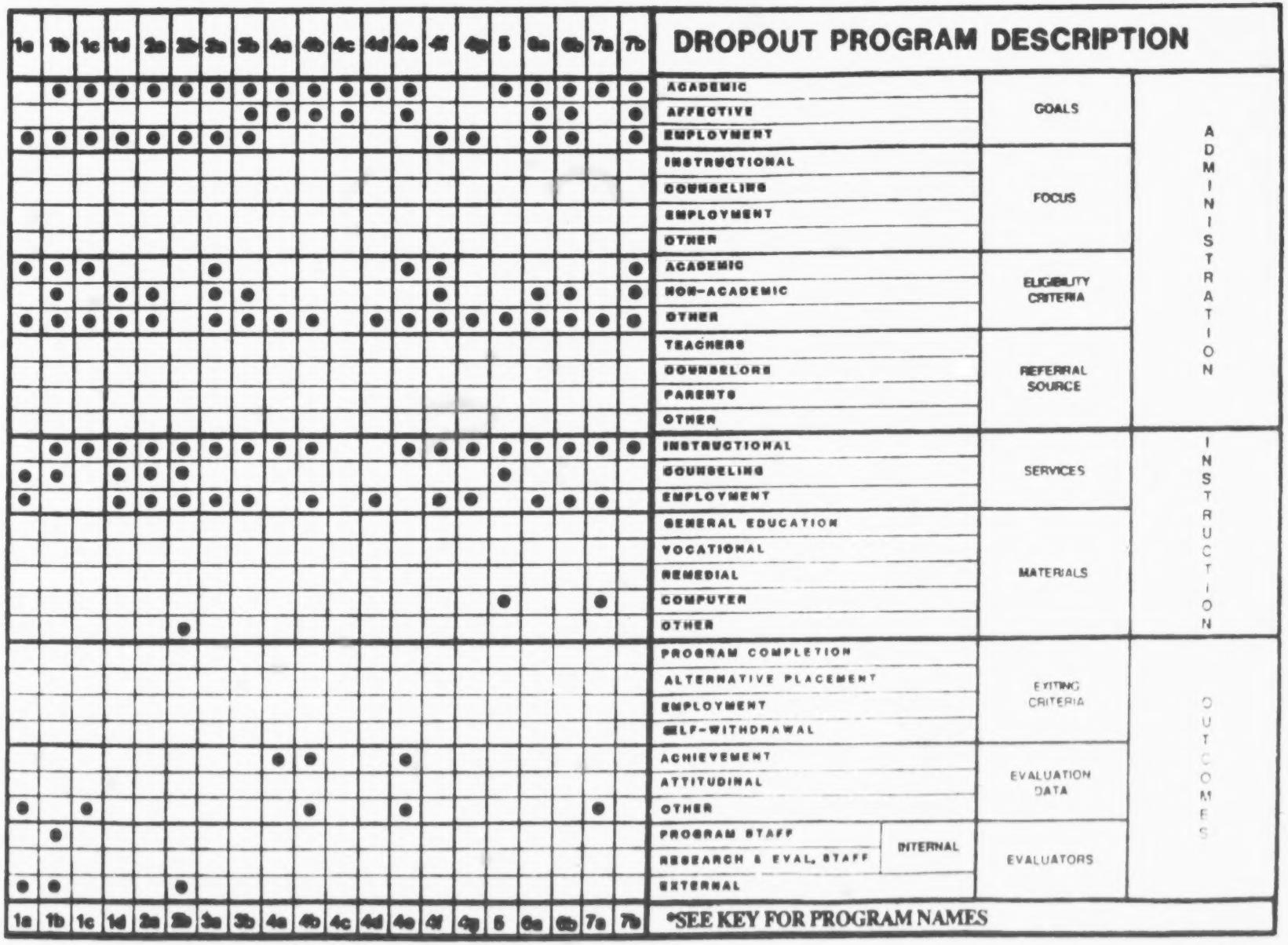
*SEE KEY FOR PROGRAM NAMES

## SUMMARY OF COLLEGE PROGRAM CHARACTERISTICS*



| COLLEGE | PROGRAM NAME | COUNTY |
|---|---|---|
| 1. Alvin Community College | J.T.P.A. (Job Training Partnership Act) Youth Project | Brazoria |
| 2. Amarillo College | J.T.P.A. Basic Ed. for Youth, Pre-Voc. Training for Adults | Potter |
| 3. Austin Community College | Compentency Based H.S. Diploma Program | Travis |
| 4. Bee County College | B.C.C. Adult Outreach Program | Bee |
| 5. College of the Mainland | Adult Basic Ed. Co-op | Galveston |
| 6. Howard County Jr. College | Adult and Continuing Ed. | Howard |
| 7. Lamar University | Youth Opportunity Unlimited | Jefferson |
| 8. Midland College | Adult Basic Ed.-General Ed. Development Program | Midland |
| 9. North Texas State University | a. Youth Opportunities Unlimited<br>b. Upward Bound<br>c. Project Explore Talent Search | Denton |
| 10. Pan American University | High School Equivalency Program | Hidalgo |
| 11. San Antonio College | a. Conversational English<br>b. Adult Basic Ed. (ABE)/GED<br>c. Project ADVANCE<br>d. Basic Skills Referral<br>e. J.T.P.A. Learning Center<br>f. G.E.D. on T.V.<br>g. Learning to Learn | Bexar |
| 12. San Jacinto College | GED Prep. Courses | Harris |
| 13. Southwest Texas Jr. College | Adult Basic Ed. | Uvalde |
| 14. Tarrant County Jr. College | Computers on Wheels | Tarrant |

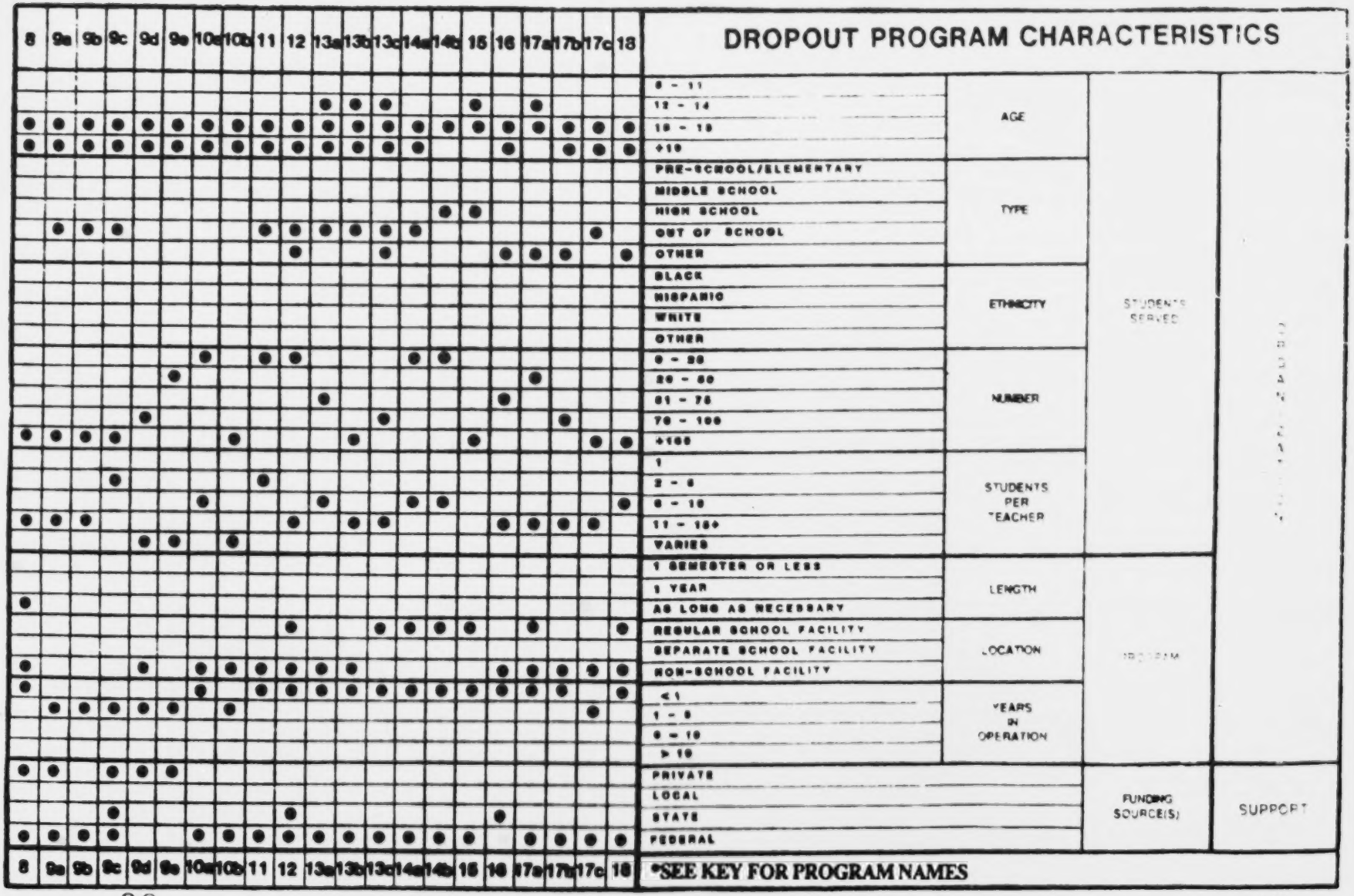
## SUMMARY OF SERVICE DELIVERY AREA PROGRAM DESCRIPTIONS*



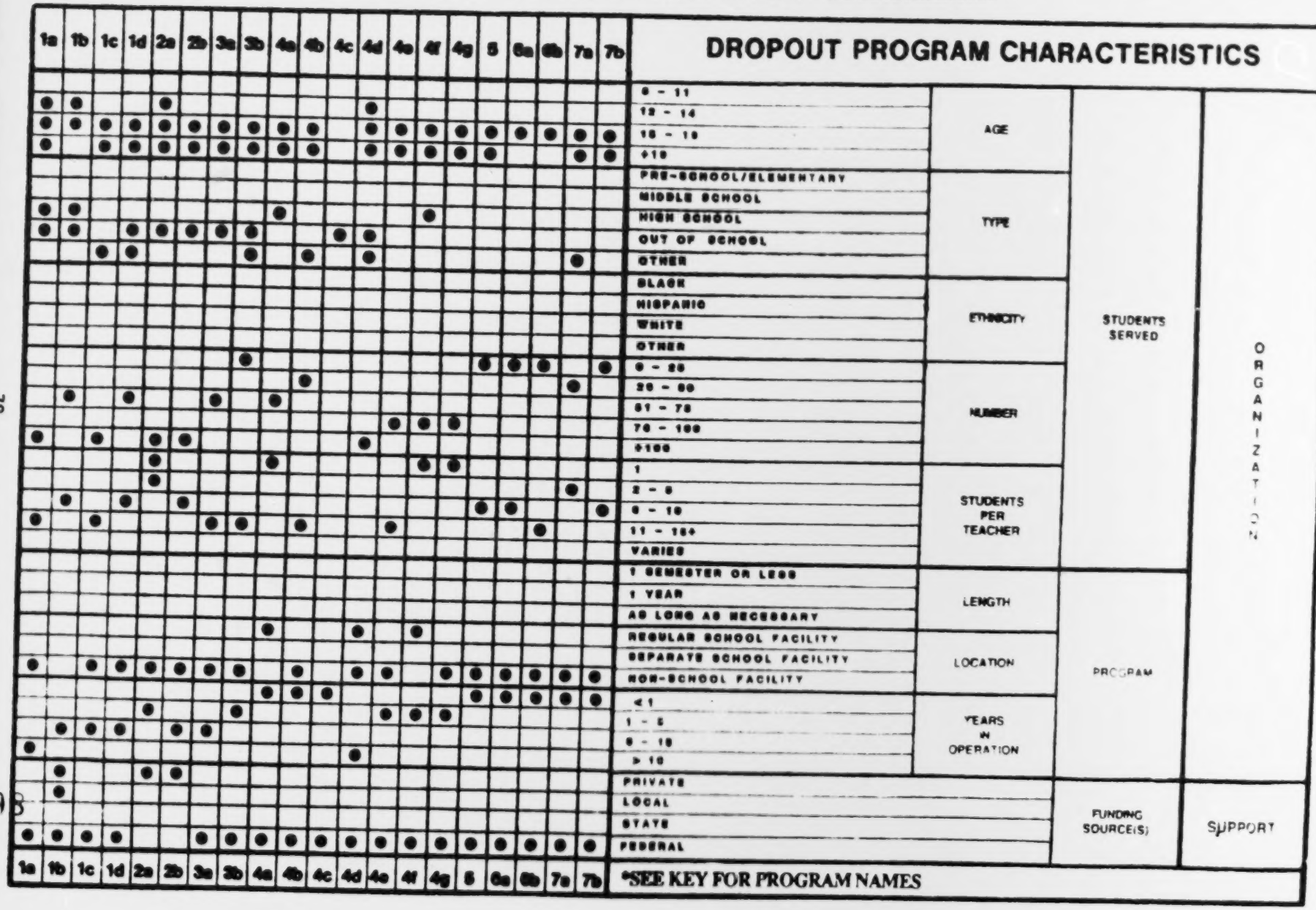
## SUMMARY OF SERVICE DELIVERY AREA PROGRAM DESCRIPTIONS, CONTINUED*

| 8 | 9a | 9b | 9c | 9d | 9e | 10a | 10b | 11 | 12 | 13a | 13b | 13c | 14a | 14b | 15 | 16 | 17a | 17b | 17c | 18 | DROPOUT PROGRAM DESCRIPTION | | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| ● | ● | ● | | ● | ● | ● | | ● | ● | ● | ● | ● | ● | ● | ● | ● | ● | ● | ● | | ACADEMIC | GOALS | ADMINISTRATION |
| | ● | | ● | ● | ● | | | ● | ● | | | | | | ● | ● | ● | ● | | | AFFECTIVE | | |
| ● | ● | ● | ● | | | ● | ● | | | | ● | | ● | | | ● | | | | ● | EMPLOYMENT | | |
| | | | | | | | | | | | | | | | | | | | | | INSTRUCTIONAL | FOCUS | |
| | | | | | | | | | | | | | | | | | | | | | COUNSELING | | |
| | | | | | | | | | | | | | | | | | | | | | EMPLOYMENT | | |
| | | | | | | | | | | | | | | | | | | | | | OTHER | | |
| ● | ● | ● | ● | | | | ● | | ● | | ● | ● | ● | ● | ● | ● | ● | ● | ● | | ACADEMIC | ELIGIBILITY CRITERIA | |
| ● | | ● | | ● | | | | | ● | | | | ● | | | ● | ● | ● | ● | ● | NON-ACADEMIC | | |
| ● | ● | ● | ● | ● | ● | ● | ● | ● | ● | ● | ● | | | | ● | ● | | | | ● | OTHER | | |
| | | | | | | | | | | | | | | | | | | | | | TEACHERS | REFERRAL SOURCE | |
| | | | | | | | | | | | | | | | | | | | | | COUNSELORS | | |
| | | | | | | | | | | | | | | | | | | | | | PARENTS | | |
| | | | | | | | | | | | | | | | | | | | | | OTHER | | |
| ● | ● | ● | ● | ● | ● | ● | | ● | ● | ● | | ● | ● | ● | ● | ● | ● | ● | ● | ● | INSTRUCTIONAL | SERVICES | INSTRUCTION |
| | ● | | ● | ● | ● | | | | | ● | ● | | | | ● | | ● | | ● | | COUNSELING | | |
| ● | ● | ● | ● | ● | ● | | ● | | ● | ● | | | ● | | | | ● | | ● | | EMPLOYMENT | | |
| | | | | | | | | | | | | | | | | | | | | | GENERAL EDUCATION | MATERIALS | |
| | | | | | | | | | | | | | | | | | | | | | VOCATIONAL | | |
| | | | | | | | | | | | | | | | | | | | | | REMEDIAL | | |
| | | ● | | | | | | | | | | | | | | | | | | | COMPUTER | | |
| | | | | | | | | ● | | ● | | | | ● | | | | | | ● | OTHER | | |
| | | | | | | | | | | | | | | | | | | | | | PROGRAM COMPLETION | EXITING CRITERIA | OUTCOMES |
| | | | | | | | | | | | | | | | | | | | | | ALTERNATIVE PLACEMENT | | |
| | | | | | | | | | | | | | | | | | | | | | EMPLOYMENT | | |
| | | | | | | | | | | | | | | | | | | | | | SELF-WITHDRAWAL | | |
| | | | | | | | | | | | | | | | | | | | | ● | ACHIEVEMENT | EVALUATION DATA | |
| | | | | | | | | | | | | | | | | | | | | | ATTITUDINAL | | |
| | | | | | | | | | | | | | | | | | | | | ● | OTHER | | |
| | | | | | | | | | | | | | | | | | | | | | PROGRAM STAFF | EVALUATORS | |
| | | | | | | | | | | | | | | | | | | | | | RESEARCH & EVAL STAFF | INTERNAL | |
| | ● | | | | | | | | | | | | | | | | | | | | EXTERNAL | | |
| 8 | 9a | 9b | 9c | 9d | 9e | 10a | 10b | 11 | 12 | 13a | 13b | 13c | 14a | 14b | 15 | 16 | 17a | 17b | 17c | 18 | *SEE KEY FOR PROGRAM NAMES | | |

## SUMMARY OF SERVICE DELIVERY AREA PROGRAM CHARACTERISTICS, CONTINUED*



## SUMMARY OF SERVICE DELIVERY AREA PROGRAM CHARACTERISTICS*



| SERVICE DELIVERY AREA | PROGRAM NAME | COUNTY |
|---|---|---|
| 1. Alamo | a. Sanyo Youth Program<br>b. Healy Murphy Learning Center<br>c. Project SER Adult Learning Center<br>d. San Antonio 70,001 Youth Program | Bexar |
| 2. Austin/Travis County | a. Youth Employment Service-Project Success<br>b. Creative Rapid Learning Center | Travis |
| 3. Cameron County | a. Out-of-School Program<br>b. Texas Conservation Corps | Cameron |
| 4. City of Corpus Christi/ Nueces County | a. Peer Tutoring<br>b. Developmental Studies for AFDC Recipients<br>c. Youth Dropout Research Study & Information & Referral System<br>d. Summer Youth Employment Training Program<br>e. Job Start<br>f. Out Employment<br>g. OJT-Youth | Nueces |
| 5. Concho Valley | Education Success Project (ESP) I | Tom Green |
| 6. Dallas County, Balance of | a. Project Excel<br>b. Buckner Project | Dallas |
| 7. Deep East Texas | a. Newton I.S.D.<br>b. Interactive Systems Laboratories: BEST (Basic Employment Skills Training) Program | Newton & Hays |
| 8. Fort Worth Consortium | Educational & Occupational Enhancement | Tarrant |
| 9. Harris County, Balance of | a. 70,001<br>b. Control Data-Fairbreak Center<br>c. Texas Conservation Corps<br>d. San Jacinto College-Central Campus 123 Project<br>e. North Harris County College | Harris |
| 10. Lubbock/Garza County | a. Comprehensive Competencies Program (CCP)<br>b. On-the-Job Training | Lubbock/ Garza |

| | | |
|---|---|---|
| 11. North Texas | GED/Job Readiness Training | Wichita |
| 12. Norteast Texas | Remedial/GED Program | Bowie |
| 13. Permian Basin | a. Alternative Education Center<br>b. ECBD School Community Alternative Education Guidance Center<br>c. ECBD Alternative Evening School | Midland |
| 14. Rural Capital Area | a. BEST-DEAL (Basic Employment Skills Trainging-Drop-out Employment & Academic Linkage)<br>b. BEST-ACADEMIC | Williamson |
| 15. South Plains Rural | None Given | Hockley |
| 16. South Texas | 123 Monies Program | Webb |
| 17. Upper Rio Grande | a. Project Redirection<br>b. Literacy Program-Ysleta I.S.D.<br>c. Out-of-School Youth Program | El Paso |
| 18. West Central Texas | Rural Pre-Employment Training | Taylor |

# VI. WORKSHOP RECOMMENDATIONS: DROPOUT PREVENTION & RECOVERY CONFERENCE

TEXAS SCHOOL DROPOUT SURVEY PROJECT

# WORKSHOP REPORTS

DROPOUT PREVENTION & RECOVERY CONFERENCE

NOVEMBER 11-13, 1986, MARRIOTT HOTEL, AUSTIN

TEXAS DEPARTMENT OF COMMUNITY AFFAIRS
TRAINING AND EMPLOYMENT DEVELOPMENT DIVISION

The following reports were presented in the public forum conducted during the final day of the conference. Each report represents a consensus agreement concerning issues relating to the workshop's policy focus. Six reports were submitted to the TDCA addressing the following policy areas:

I. DROPOUT DEFINITION AND ACCOUNTING PROCEDURES

II. PREDICTION MODELS AND PREVENTION STRATEGIES

III. MODEL PROGRAMS AND INTERVENTION STRATEGIES

IV. INFORMATION NETWORKING AND REFERRAL SYSTEMS

V. INTERAGENCY COORDINATION AND COST EFFECTIVE STRATEGIES

VI. TECHNICAL ASSISTANCE AND LOCAL PLANNING

## WORKSHOP 1 - DROPOUT DEFINITION AND ACCOUNTING PROCEDURES

CRITICAL ISSUES:

1. Definition of a dropout
2. Standardization of definition for dropout
3. Level of reporting
4. Tracking

RECOMMENDED ACTIONS:

1. The State should adopt the following definition of a dropout (taken from the Education Data Improvement Project of the Council of Chief State School Officers).

Definition

A dropout is a student who (for any reason other than death) leaves school before graduating without transferring to another school/institution.

Below are some groups with respect to which practice has varied in the past. They are grouped according to whether they should or should not be counted as dropouts.

| YES; Include. | NO; Do not include. |
|---|---|
| • students who enter the military | • students who die |
| • students who are expelled and are not known to enroll at another school | • students who are out of school only for temporary periods, e.g., by suspension, extended illness |
| • students who leave school and enter a program not qualifying as an elementary/secondary school | • students known (by a transcript request or other information) to transfer to:<br>- a public school<br>- a non-public school or other state-approved educational program, that is, a program that continues the student's education on a fulltime basis, e.g., home-based instruction |
| • students who leave school between terms and are not known to enroll at another school | |
| • students of any age who drop out (by the definition) | |
| • students from Special Ed and other special, ungraded or alternative programs who drop out (by the definition) | • students who move to another grade level |

2. This definition should be adopted as the standard definition of dropouts by all State agencies.

3. The Public Education Information Management Systems (PEIMS) should be modified to require school districts to report dropouts at the campus level.

4. Following each National Census, TEA, in cooperation with other agencies, should report dropout rates as determined by city, county, JTPA Service Delivery Areas, and State.

5. The PEIMS should be modified to require reporting of student dropout data by school districts on individual students. PEIMS should be used as a tracking system to allow inquiry by LEAs and other agencies to obtain information on individual students consistent with privacy laws.

6. The State Legislature should commit human and monetary resources for the implementation of a tracking system.

RESPONSIBLE AGENCIES/GROUPS: (Correlated to Actions)

1. State Legislature
   Texas Education Agency (TEA)
   Local Education Agencies (LEAs)

2. State Legislature
   TEA
   Texas Department of Community Affairs (TDCA)
   LEAs
   Texas Employment Commission (TEC)
   Texas Department of Human Services (TDHS)

3. TEA
   LEAs
   TDCA

4. TEA
   LEAs
   TDCA

5. State Legislature
   TEA
   LEAs

6. State Legislature

## WORKSHOP II - PREDICTION MODEL AND PREVENTION STRATEGIES

CRITICAL ISSUES: (Not Prioritized)

1. Absenteeism/Mobility
2. Lack of parental support and involvement
3. Lack of basic skills
4. Lack of support systems within the schools/campuses
5. Low self-esteem
6. Alienation/Isolation
7. Language barriers
8. Lack of educational alternatives
9. Lack of cultural sensitivity
10. Lack of caring
11. Pregnancy
12. Substance abuse
13. Discipline problems
14. Low socio-economic status/Poverty

RECOMMENDED ACTIONS: (Not Prioritized)

1. Training for Teachers/Administrators

   a) Classroom management
   b) Specialization in areas of dropout prevention
   c) Attitude change
   d) Receptivity to parent participation
   e) Effective leadership with commitment to dropouts

2. Develop clinics for principals to learn approaches and strategies in dealing with "at-risk" youth.

3. Outreach consultant (student advocate) in every campus or at least those with highest dropout rates.

   a) Identifies student needs and problems
   b) Finds needed resources
   c) Coordinates a "plan of action" involving teacher-student-parent

4. After school child care programs should be developed.

5. Continue to emphasize and intensify basic reading, writing and math skills (Chapter 75, in HB 246).

   a) ensure that students learn to apply basic skills
   b) address language barriers

6. Develop alternative education opportunities

   a) open entry/open exit
   b) self paced
   c) competency-based
   d) flexible time schedules
   e) services for pregnant teens
   f) discipline/court related arrangements

7. Develop courses on parenting for <u>parents</u> and <u>students</u>.

   a) encourage students to take home economics
   b) include parental skills
   c) develop strategies for building children's self esteem
   d) emphasize school involvement with parents/students

8. Identify formal and informal community leaders and develop a local network/clearinghouse for available resources.

9. Enhance learning environments for students.

   a) size of school
   b) student-teacher ratio
   c) specific education plan for the high-risk student
   d) more counseling for potential dropouts

10. Volunteerism and in-kind services by:

    a) elderly
    b) foster care

11. Develop a formal policy on sex and drug education in and out of schools.

<u>RESPONSIBLE AGENCIES/GROUPS</u>: (Correlated to Actions)

1. Independent School Districts (ISDs)
   Texas Education Agency
   Colleges and Universities
   Community Resources

2. <u>Same as above</u>

3. TEA
   City
   Private Sector
   United Way

4. ISDs, School campuses
   Community-based Organizations (CBOs)

5. TEA
   City
   Job Training Partnership Act (JTPA)
   Compensatory Education

6. TEA
   TDCA

7. Local Schools
   Church Groups
   Department of Human Services (DHS)
   Community Centers

8. Councils of Governments
   DHS
   City
   County
   United Way

9. State Legislature
   Board of Education
   TEA
   DHS

10. JTPA
    Local Networks
    CBOs
    Local Schools

11. State Board of Education
    TEA

## WORKSHOP III - MODEL PROGRAMS AND INTERVENTION STRATEGIES

CRITICAL ISSUES: (Not Prioritized)

1. Need for developmental funding with enabling legislation and public policy concerning "at-risk" youth covering pre-school through age 26.

2. Need for comprehensive true guidance/career counseling.

3. Parent education and involvement needed.

4. Need for community/business awareness and involvement through networking of resources.

5. Need for professional development and appropriate training for teachers, administrators, and other support personnel working with "at-risk" youth.

6. Need for a comprehensive competency-based curriculum, correlated with life management skills, that is open-entry, open-exit, individualized, self-paced, accessible, culturally relevant, with emphasis on higher level cognitive processes.

7. Need for building a positive self concept for "at-risk" youth through a positive and motivating environment.

8. Strong need for more innovative alternative schools and/or programs (i.e., CBOs, and non-profits) with effective mechanisms to identify, recruit, and involve out-of-school and in-school "at-risk" youth.

9. Need to address the effect of the poverty cycle on the family.

10. The "First Lady" of Texas should be requested to lead a statewide campaign for "at-risk" youth.

11. $1.9 billion should be made available in Texas for dropout prevention and recovery. One-third of that cost should be contributed by the private sector.

RECOMMENDED ACTIONS: (Correlated to Issues)

1. Ensure adequate (State tax based) funding for LEAs, CBOs, and other non-profit organizations to develop effective services for "at-risk" youth.

   Provide incentives to private industry and the philanthropic community to fund dropout projects.

2. Ensure high quality/effective counselors at the professional and para-professional levels.

3. Ensure parent education and involvement through out-reach specialists, news media, parenting skills training, contracting, student and community volunteers, visiting teachers, and paid students or other individuals.

4. Educate communities through public media campaigns, networking, chambers of commerce, service organizations, and labor organizations.

5. Mandate professional development and appropriate training for teachers, administrators, and other support personnel working with "at-risk" youth.

6. Provide and develop comprehensive competency-based curriculums as described in issue #6.

7. Create a positive, motivating environment for "at-risk" youth to ensure building of positive self-concept.

8. Develop innovative, alternative schools and/or programs as described in issue #8.

9. Recognize and remedy the effect of the poverty cycle through financial incentives such as work study/co-op, provision of human services, and potential job placement.

RESPONSIBLE AGENCIES/GROUPS: (Correlated to Actions)

1. State Legislature - House of Representatives
   Delegates from Dropout Prevention and Recovery Conference
   Texas Education Agency (TEA)
   Community-based Organizations (CBOs)

2. TEA
   Texas Department of Community Affairs (TDCA)
   Texas Rehabilitation Commission (TRC)
   Texas Youth Commission (TYC)
   Texas Department of Human Services (DHS)
   Mental Health and Mental Retardation (MHMR)
   Other appropriate agencies

3. Local Education Agencies (LEAs)
   Parent Teacher Associations (PTAs)
   Community-based Organizations
   Private Industry Councils (PICs)
   Other appropriate agencies

4. PICs
   State Chambers
   Texas Employment Commission (TEC)
   PTAs
   Texas Media Association
   State professional organizations
   Minority organizations
   Texas Commission on the Arts/Humanities

5. Higher Education, TEA, ATPE, TSTA, AFT, NEA, TASB, TEPSA, TASW, TASSP, TACD

6. TEA
   CBOs
   TEC
   Comprehensive Competencies Program (CCP)
   Communities In Schools (CIS)
   Quest
   Service Providers

7. Service Providers

8. LEAs
   CBOs
   Non-profit organizations
   Other Service Providers

9. TDCA
   County and City Governments
   Councils of Governments
   Governor's Office

## WORKSHOP IV - INFORMATION NETWORKING AND REFERRAL SYSTEMS

DEFINITION OF NETWORKING: Linking information, resources and people (i.e., tracking, referral and supportive services) to benefit the "at-risk" target population.

CRITICAL ISSUES: (Not Prioritized)

1. There is no entity at the State level responsible for coordinating information related to dropout prevention and recovery. Furthermore:

   a) some State and local laws, regulations and Education requirements limit and/or discourage services to dropouts;
   b) there is a need for common definitions and terminology in order to collect, distribute and evaluate data on target groups.

2. There is no formal networking system in existence, while more dropouts need to be reached and encouraged to take advantage of educational programs.

3. Service Providers are not aware of other resources available in the community, and dropouts are not receiving "whole problem treatment".

RECOMMENDED ACTIONS:

1. Establish a centralized office at the State level to identify, coordinate, and evaluate available resources for organizing and completing the following:

   a) set goals and timelines for a statewide Networking System (dropout program/resource clearinghouse);
   b) establish a statewide handbook which will include bi-directional lines of communication;
   c) conduct Education workshops for Network participants;
   d) establish a total (State to local) organization flow chart for "at-risk" youth.

2. Establish well defined State funding sources for networking, including incentives.

3. Define and establish local taskforces for the implementation of local networking systems.

4. Establish State mandates for participation in the Networking System.

5. Establish a process for continuing evaluation of the Networking System.

RESPONSIBLE AGENCIES/GROUPS: (Correlated to Actions)

1. Texas Department of Community Affairs
   Texas Education Agency

2. State Legislature to allocate portion of Dropout Funds to Networking System.

3. Central State Office to identify local area taskforce composed of public, Education, and private sector members.

4. State Legislature mandate

5. Central State Office

NETWORKING SYSTEM

Must include:

1. State level agreements
2. State agency coordination and clearinghouse development
3. Increased linkage and communications
4. Marketing programs and general information to target population
5. Program evaluations and technical assistance

## WORKSHOP V - INTERAGENCY COORDINATION AND COST EFFECTIVE STRATEGIES

CRITICAL ISSUES:

1. Need for information about programs and resources at all levels available to address the dropout problems.

2. A need for joint planning, coordination, training, and technical assistance consistent and complementary at all levels of implementation, i.e.,

   - o common definitions, rules and guidelines among agencies
   - o reduction of duplication of services

3. A need for common goal orientation that is consistent and complementary at State and local levels.

4. A need for incentives to promote cooperation and participation for implementating a dropout prevention and recovery program.

RECOMMENDED ACTIONS: (Correlated to Issues)

1a. Establish a clearinghouse for information at the State level, then Education Service Centers and JTPA Service Delivery Areas would coordinate with local entities and community-based organizations to disseminate information.

1b. List and clarify eligibility requirements by program and responsible agency.

2a. Require Interagency Cooperative Agreements with specific responsibilities to establish: 1) common definitions; and 2) eligibility requirements.

2b. Develop joint community/regional plans for dropout prevention and intervention.

2c. Change, modify eligibility requirements where desirable and possible.

2b. Identify duplication of services; Reduce duplication of services through joint planning, etc., identifying and closing gaps.

3a. Develop and evaluate models for dropout prevention and recovery (what works for whom).

3b. Identify and prioritize needs of population.

3c. Develop a uniform referral and tracking system.

3d. Develop incentives/strategies to promote client participation.

4. Develop procedures to share accountability and recognition for program outcomes.

RESPONSIBLE AGENCIES/GROUPS: (Defining a Process)

1. The Governor would assign an individual/coordinator to bring together representatives from all key agencies involved. Such a group would develop a plan of action for coordination that encompasses all the above actions.

2. Interagency coordination on the issue of dropout prevention and recovery will need to interface multiple agencies and programs.

   Therefore, the responsible agencies are those serving this target group who are willing to participate in such a statewide initiative to create a system to prevent and recover dropouts in every community.

3. Agencies committing to participate in the initiative will commit resources through the agreement and planning process.

## WORKSHOP VI - TECHNICAL ASSISTANCE AND LOCAL PLANNING

CRITICAL ISSUES: (Five Priority Issues - Not in any order)

1. State agency coordination; clearinghouse development with primary purpose to serve as information source for effective local networking and planning based on what works.

2. Need for systematic program evaluation.

3. Need for increased linkages and communications among relevant local entities, including:

   a) SDAs/PICs
   b) private sector
   c) educational institutions
   d) CBOs

4. Need for State level agreements to facilitate services to "at-risk" youth.

5. Need for marketing programs (and general information) to dropouts.

RECOMMENDED ACTIONS: (Correlated to Issues)

1a. Encourage/increase coordination among relevant state agencies (e.g., TEA, TDCA, DHS, TEC, TDC)

1b. Designate lead agency (i.e. TDCA) for clearinghouse to: collect/disseminate information regarding programs and services, and, inform relevant parties of data availability and access procedures.

1c. Designate JTPA Administrative Entities to serve as local level clearinghouse centers.

2a. Develop standardized methods (e.g., data needs/sources, definitions, statistical techniques) for optional local use which will allow program evaluation by key/major program activities.

2b. Provide technical assistance to local service providers regarding process, definitions, etc.

3a. Encourage/hold periodic joint meetings.

3b. Provide technical assistance to ISDs regarding JTPA programs and services, also alternative programs.

4a. Develop agreements providing for access to existing data.

4b. Develop crosswalking (modifications to H.B. 72) between the Education system's "essential elements" and employment and training's "competency systems" which will allow awarding of student credits, ADA credit, etc.

5a. Develop materials and public service announcements for mass media use - TV, radio, newspapers (State develops for local use).

5b. Develop printed materials (e.g., posters, brochures) for local distribution.

5c. Utilize donated/inexpensive advertising space (e.g., billboards, bus ads).

5d. Involve various groups in an information dissemination and referral effort, i.e., peers, churches, community organizations, schools, teachers, counselors, parents, etc.

5e. Involve media representatives in program planning and implementation process to encourage concern and future assistance.

5f. Develop essay contest with private sector sponsorship (e.g., fast-food company) adding to public relations and student awareness.

RESPONSIBLE AGENCIES/GROUPS: (Correlated to Actions)

1. Applicable State agencies - TDCA (Lead); plus TEA, TEC, TDC, DHS, and others. SDA/PIC at local level.

2. TDCA, TEA

3. PICs, Criminal Justice, Local Education Advisory Subcommittees to the PICs, TDCA, TEA, ISDs.

4. TEA, TDCA, Criminal Justice (possible "loan" of key staff for project term).

5. TEA (Lead State agency), PICs/SDAs, Chambers of Commerce, Private Industry, local groups, local media.